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A school district plan of functional organization is designed to integrate the functional and the organizational aspects of performance. The plan can be used to seek solutions to three basic management problems: (1) The functions which must be performed in a school district, (2) the plan of organization which should be implemented to facilitate performance, and (3) the management procedures which should be implemented to assure quality and to measure performance. The plan reveals several management tools which can be used to accomplish integration of performance. Another plan, the school district organizational plan, delineates the control and feedback relationships which must be considered in performance integration. Several immediate concerns which the superintendent must appraise before integrating the functional and organizational aspects of performance are discussed. (HW)

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and
Management

A School District Plan of Functional Organization

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Prepared by:
The Staff of OPERATION PEP

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A SCHOOL DISTRICT PLAN OF

FUNCTIONAL ORGANIZATION

by

Donald R. Miller
Project Director

OPERATION PEP: A State-wide Project
to Prepare Educational Planners for California

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May 1968

FOREWORD

The materials presented in this document were formulated through interaction with 1966-67 and 1967-68 OPERATION PEP participants and other educators. Special thanks is expressed for the assistance of Earl D. Cornwell and Harry I. Wigderson of the ADAPT Supplementary Education Center; Marvin E. Smith and staff of Castro Valley Unified School District; William J. Bolt and staff of Fremont Unified School District; Sarkis A. Takesian and staff of Fullerton Elementary School District; and Ted M. Rogers of the OPERATION PEP staff.

Many ideas presented were formulated through interaction with other educational planners and managers in California and their help is gratefully acknowledged. The author alone is responsible for the content presented. Sincere appreciation is expressed for the performance of the OPERATION PEP staff in producing this document.

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I. INTRODUCTION

The nation depends upon the state systems of public education to shape its destiny by molding the quality of its most critical natural resource--the youth of the nation. The crises and problems confronting the nation generate social, political and economic influences for change. The knowledge explosion and rapid technological expansion have generated additional change forces. These forces have served to accelerate cultural evolution and thereby increase the complexity of socioeconomic problems. These unresolved socioeconomic problems have generated pressures for change which, in turn, have produced new educational demands.

The environment of education places high emphasis upon the achievement of desired benefits and, therefore, the production of value. The value assigned to an educational system is proportional to its ability to produce desired benefits for the society that it serves. It is the continuing task of policy-formulating leadership to seek constantly to define the anticipated value outcomes (consequences as well as benefits) of performance in all their manifestations, in all segments of the environment which judge the worth of educational services and products. Therefore, the value assigned to educational products, processes and services by environmental judges is proportional to the benefits achieved through product performance. Thus, the performance capability of the terminal products of an educational system is a very important management consideration.

Rapid cultural evolution has created new performance capabilities which are being increasingly adapted for use in education. This cultural evolution has produced a greater public awareness of education as a social process.

Many new concerns have developed; especially, in relation to curriculum, individual differences and learning processes. Demands for new educational programs are increasing and, not infrequently, they are accompanied by demands for the achievement of new levels of performance proficiency, efficiency and effectiveness. Society is searching for better ways to educate its youth, not only special groups such as the disadvantaged, the gifted and the handicapped, but all youth whether they are in school or not and regardless of their educational placement status, socioeconomic background, special interests and/or abilities.

Many crucial demands of today are being generated by disadvantaged groups in our society. Many of these groups have migrated to central city areas where their frustrations have produced and continue to produce social unrest. One of their most pressing needs is to achieve new levels of personal dignity and esteem through some form of self-gratifying and economically rewarding productivity. They demand new educational opportunities as a means of achieving this goal.

Participation in the resolution of complex culturally-based problems represents a new field of concern for education. The resolution of such problems depend upon cooperative interaction by national, state, county and municipal agencies. Relevant information, energy and resources must be identified, acquired, allocated and utilized in a collaborative effort to resolve priority problems. New patterns of involvement and new methods of achieving maximum productivity must be developed in order that desired levels of performance effectiveness might be achieved in cooperative endeavors. Educational planning and management can no longer be isolated from corresponding planning and management activities taking place in other cultural, social,

economic and political sectors.

Our nation requires the development of adaptable systems of education which can meet these new demands, assume new roles, and offer new learning opportunities through the use of new instructional techniques and the creation of new learning situations. To an extent never true before, schools represent the singular mechanism in our society for developing the human capabilities which these changes demand.

The problem is clear and specific: <u>How can our schools prepare our youth for life in a rapidly changing world</u>? This question has been repeated throughout the history of education. It is true, also, that today's schools are changing--improving--faster than ever before. But never before has change been so imperative, for both the pace and the direction of the changes now confronting us are without precedent in the experience of mankind.

The relevant propositions for social change have been outlined by Miller as follows that:

1. Change is inevitable.
2. Rapid change will continue.
3. Some changes will be beneficial to society, others may become harmful.
4. To a marked extent man can plan and guide change.
5. Education is an important factor in the change process.
6. Education must also change rapidly to meet the challenge of change.
7. Planning rather than expediency should be the mode of operation in order to assure acceptable results.
8. Long-range planning is essential, particularly since time and distance have been reduced through improved technology.
9. The geographic environment in which change, planning and education take place must be broader than a community, even a state, as large as a region, perhaps as expansive as the nation itself.[1]

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[1]Paul A. Miller, "Major Implications for Education of Prospective Changes in Society," <u>Implications for Education of Prospective Changes in Society</u> (Denver, Colorado: Designing Education for the Future, 1966), p. 3.

Realizing that the school is society's instrument for social renewal, processes of planned educational change must secure firm bases of support through the involvement of people.

Planning and accomplishing educational change is particularly difficult. Consider the involvement requirements in California at the policy-making and management levels of organization. Educational decisions are made by the 120-member State Legislature, by the State Superintendent of Public Instruction, by the 10-man State Board of Education, by the 58 County Boards of Education and the 58 County Superintendents of Schools, and by the Governing Boards and Administrative Officers of approximately 1,200 independent local school districts. When we extend involvement to include students, parents, school staff members, concerned laymen, agencies and institutions, the complexity of planned change in education becomes apparent.

Education in its totality has become so involved, complex and encompassing that no single individual, group, institution nor agency can provide sufficient resources to cope with all of the major problems. Generally, major problems extend across established boundaries for jurisdiction, authority and responsibility. In addition, most major problems are further complicated by priority considerations which impose critical time and energy requirements. Therefore, new approaches must be initiated to overcome limitations in resources, and cost-effective methods must be developed for problem resolution. Thus, circumstance requires the implementation of planned interdependency as a means to perpetuate, promote and improve the educational process.

The foregoing discussion implies that there is a need at all levels of public education in California for continuous and comprehensive educational

planning and management based upon an orderly and systematic rationale for educational improvement. Thus, a change proposal must integrate multi-disciplinary theory and technology into a systematic approach for the resolution of problems. In addition, a framework and methodology for problem solving and decision making must be formulated and implemented. Planned change in education requires that more concentrated effort be devoted to planning, programming, budgeting and managing the change process.

The principal emphasis in planning is upon the production of the range of meaningful potentials for selection of courses of action through a systematic consideration of alternatives. Educational planning utilizes the informational benefits gained through: (1) the analysis of educational system performance, (2) an analysis of the cultural environment of education, (3) the assessment of educational needs, and (4) the determination of priorities for action.

Programming is the more specific determination of the human, physical and financial resources required for accomplishing a program. Further, programming requires an assessment of energy requirements for completion of the program. In addition, programming is based upon relevant information which must be secured before performance can be initiated. Thus, programming involves the estimation of performance requirements, capacities and capabilities.

The results of planning and programming must assure the quality of performance in terms of efficiency and effectiveness. Management must secure an adequate knowledge of probable consequences and benefits before it can make sound decisions and solve problems. The knowledge of consequences needed must include: (1) a knowledge of value losses and/or deferments which society will experience if plans and programs are not carried out; (2) the costs of

such plans and programs and (3) the resulting costs/consequences ratio. Correspondingly, the knowledge of benefits must include: (1) a knowledge of anticipated benefits (value gains) which society will experience if plans and programs are implemented; (2) the costs of such plans and programs; and (3) the resulting costs/benefits ratio.

New system management techniques such as PERT (Program Evaluation Review Techniques) and PPBS (Planning Programing Budgeting Systems) have proven to be valuable planning and programing aids. PERT can be used to simulate and evaluate costs, time and schedule relationships. PPBS provides both a framework and methodology for planning, programing and budgeting. In addition, other system approach tools and techniques can be used to improve the quality of plans and programs.

Budgeting is the planning and development of a functional plan for the coordination of performance inputs (resources, energy and information) and expenditures; in terms of performance requirements within the scope of basic policies, established legal requirements and the pattern of authority delegated by the policy-making structure of the system. The budgeting process includes the development of a statement of the financial position of the system for a definite period of time, or for definite periods of time, based on estimates of revenues and expenditures anticipated during the budget period, or periods, and the proposed alternatives for securing revenues and allocating inputs. Thus, a budget is a formal expression of policy, and budgeting entails policy formulation.

Management of the educational process requires the exercising of policy-formulating leadership, the implementing of educational policy and the managing of educational performance. The management of educational system performance

is a quality assurance process designed to plan, coordinate, direct, control and organize system performance against performance requirements. Further, the management process includes the allocation of performance inputs, the establishment of a performance accountability structure and the institution of information handling procedures. The primary activities of management are problem solving and decision making. Both activities must be conducted within the scope of basic policies established and the pattern of authority delegated by the boards of education in the system.

A system approach to educational planning and management requires the establishment of a principal focus upon the educational system, as a whole, while planning, developing, implementing and managing programs of planned change. The system approach includes planning, programing, budgeting and management in order that the educational system may:

1. Make the most progress in the shortest possible time.

2. Identify and assess its opportunities, risks, capabilities, capacities and requirements.

3. Maintain a cost-effective balance between performance and social expectations, goals and changing requirements.

4. Improve management and policy-making judgments by comparing performance to plans and expectancies.

5. Encourage educational leaders to think and act toward common purposes and to understand and appreciate the efforts and progress being made elsewhere in the system.

6. Provide a product rationale for decision making and thereby stimulate the determination of priorities in terms of product, process and service requirements.

7. Develop critical insights to and a basis for communication both within the system and with its environment.

8. Establish response devices which may be used to alleviate internal and/or external stresses and crises.

9. Initiate pressures for growth, development and evolution of new products and services.

10. Provide a basis for the management of performance in terms of defined, and measurable objectives, requirements, controls and the desired value outcomes or products of performance.

II. A SCHOOL DISTRICT PLAN OF FUNCTIONAL ORGANIZATION

A school district plan of functional organization must be designed to provide for both the functional and the organizational aspects of performance. Essentially, the plan is a management tool which can be used to seek solutions for three basic management questions:

1. What functions must be performed?
2. What plan of organization should be implemented to facilitate performance?
3. What management procedures should be implemented to assure quality and determine the effectiveness of performance?

Thus, a plan of functional organization is a tool which can be used in planning and managing school district performance.

Educational planners and managers generally search for some systematic rationale which offers an integrated approach to problem solving and decision making and thus, some measure of security. Three questions must be answered before these approaches can be made maximally effective:

1. What dominant values must be served while planning and managing educational performance?
2. What operational philosophy can be structured to serve as a guidance mechanism for planning and managing school district and educational performance?
3. What hierarchy of criteria must be structured to judge the effectiveness of planning and management performance?

A school district plan of functional organization may be used as a guide while one searches for answers to these questions because it presents an overview of the functional and organizational aspects of performance.

Description of the Plan. The functional and organizational aspects of performance are difficult to separate and analyze. A basic plan of

functional organization is revealed as FIGURE 1. The plan reveals three primary functions:

1.0 Decide District Policy

2.0 Manage Educational Performance

3.0 Establish Administrative Services

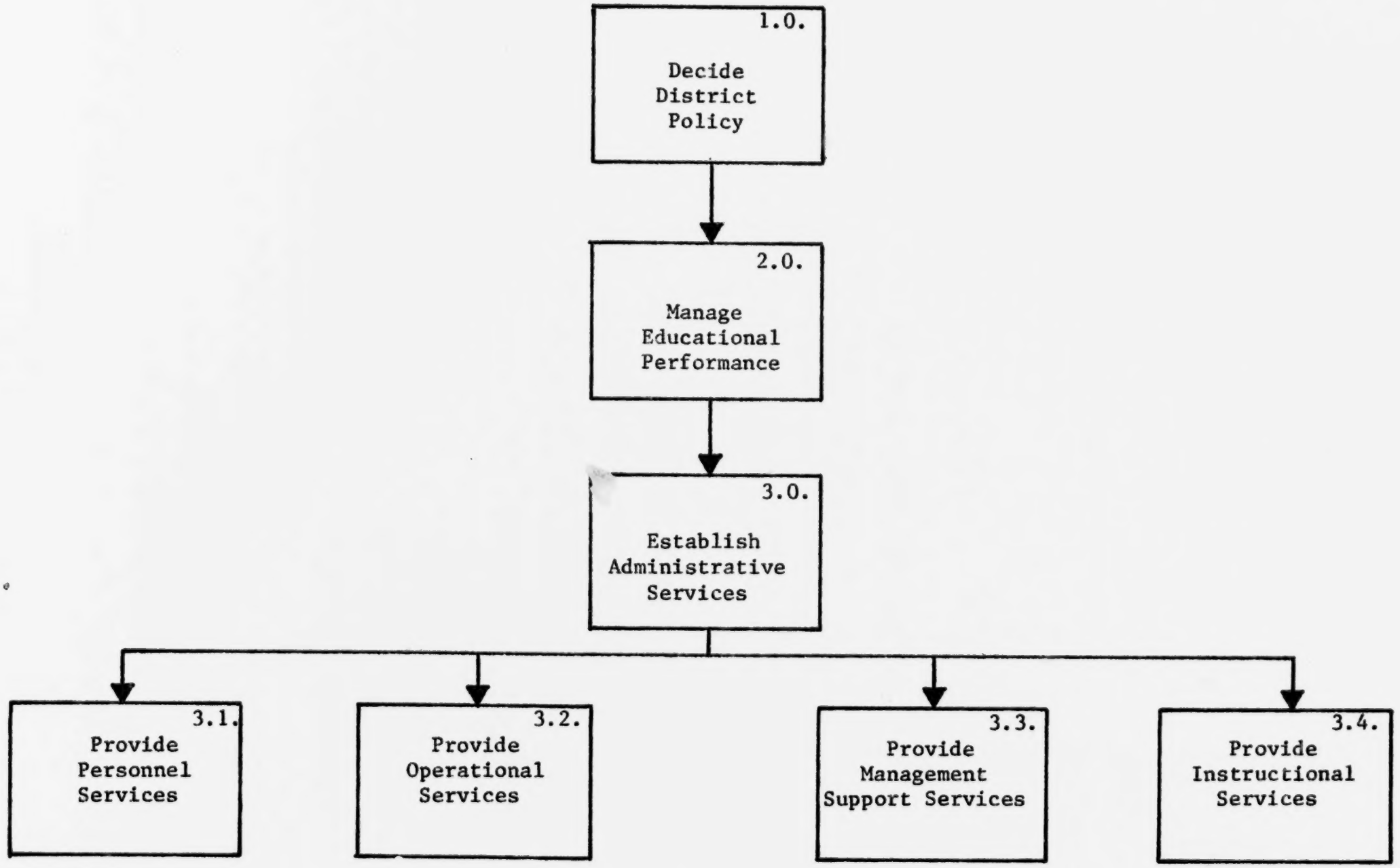
These primary functions can be related to the purpose of a plan of functional organization when it is used to facilitate:

1. The definition and delineation of functions to be performed.
2. The organization of a functional capability to perform functions.
3. The allocation of performance inputs to performance units in terms of functional requirements.
4. The implementation of performance controls and management procedures in terms of functions.
5. The assignment of responsibilities for performance of functions.
6. The delegation of commensurate authority to perform assigned functions.
7. The establishment of accountability for performance.
8. The analysis and evaluation of demonstrated performance to determine its effectiveness in fulfilling functional requirements as judged by relevant criteria.

The following criteria should be used in selecting and/or changing functions that are detailed in the plan:

1. The functions are required and/or permitted by law.
2. They are directed toward goals commonly held by the citizens and schools of the district.
3. Need for them is indicated by the changing character of educational problems and concerns.
4. They are desired and will be performed by the professional staff of the school district.

FIGURE 1
A BASIC PLAN OF FUNCTIONAL ORGANIZATION



5. They take precendence over other possible functions which might be performed using available performance inputs.

6. They can be performed more effectively by the schools in the district than by any other public agency within the district boundaries.

7. They can be performed in sufficient quality and quantity to meet the identified and defined priority needs of the student population and the community at large.[2]

Utilization of the Plan--A Framework for Action. A plan of functional organization must not be regarded as a problem-solving panacea. In true perspective it is but a logical tool which may be used as a primary guidance mechanism for the structural and functional organization of the school district. Thus, it is a framework for action (detailed in functional performance terms) that has been designed to elicit many responses from the professional staff of a school district (as reactions) which will enable the superintendent to derive the necessary information for analysis, synthesis and modification of organizational plans and procedures. The chief benefit of the plan resides in its utility in establishing definitions for the many functions which are performed by the professional staff of the district. Once these functions are defined, related tasks may be detailed for each function delineated in the plan. Thereafter, the superintendent will be in a better position to specify how each function may be most efficiently and effectively performed.

The plan will also serve to liberate the superintendent from many routine operational, decision-making requirements by allowing him to delegate commensurate authority for management responsibilities. The superintendent

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[2]Adapted from Development and Change in the Office of the Los Angeles County Superintendent of Schools (Los Angeles: The Office of the Los Angeles County Superintendent of Schools, 1966), pp.20-21.

is thus free to provide leadership in those planning and development activities which offer greatest promise for the improvement of educational opportunities for the children in the district. Programs of action and planned change will thus occupy the direct attention of the superintendent of schools as he utilizes inquiry, problem-solving and logical planning skills in the interest of educational improvement.

1.0 Decide District Policy

The policies adopted by a local board of education are only partially decided at the local level. The decision to adopt all policies is a reserved function of the local board of education under the pattern of authority delegated by higher levels of educational system organization in California. Thus, the local school board must decide district policy and such policy decisions become the basis of performance in the school district.

The California School Boards Association offers the following explanation of the school board's role in deciding school district policy:

> The public school is an instrument of social policy. It is one of the most important instruments society has at hand to preserve its heritage and to direct its orderly evolution. Recognizing the essential value of an informed citizenry in a democracy, the State Constitution, the Legislature, and State agencies have structured the public schools to ensure the maintenance of certain basic minimum standards of education. The local school district, through its governing board, is more responsive to the social policy of the individual community, and therefore is able to adapt to local educational needs and desires.
>
> The concept of the purpose of the schools differs among individuals and groups because of the diversity of values in our society. These differences are expressed in the pressures brought to bear upon the board, either as individuals or as a group at official board meetings, by representatives of the community and by the press. The board must always be cognizant of the pressures that arise out of conflicting values and interests. However, the merits of all proposals must be carefully weighed so that the board's final decisions are responsive to the desires of, and in the best interests of, the majority

> of the community. Further, the board must exercise dynamic leadership in educating the public to the need for improved quality in education. Only in these ways can the board formulate policy which effectively sets the goals of the schools and directs the allocation of human and material resources to best advantage.[3]

Thus, the local board of education serves as an organizational control agency of society by adjusting educational system performance to local needs and requirements.

A profile of development in a school district has been designed by Shuck.[4] A functional flow block diagram of Shuck's "Policy Development System Profile" is presented as FIGURE 2. The figure outlines a sequence of procedures that can be used to decide school district policy.

2.0 Manage Educational Performance

As previously stated, management of the educational process requires the exercising of policy-formulating leadership, the implementing of educational policies and the managing of educational performance. TABLE 1 presents a detailed list of management functions which can be related to these primary requirements of educational management. The need for better planning, programing, budgeting and other management procedures has already been established in the preceding section of this document. Since most management functions can be related to planning and managing educational change processes, primary emphasis must be placed on problem solving and decision making in relation to planned change.

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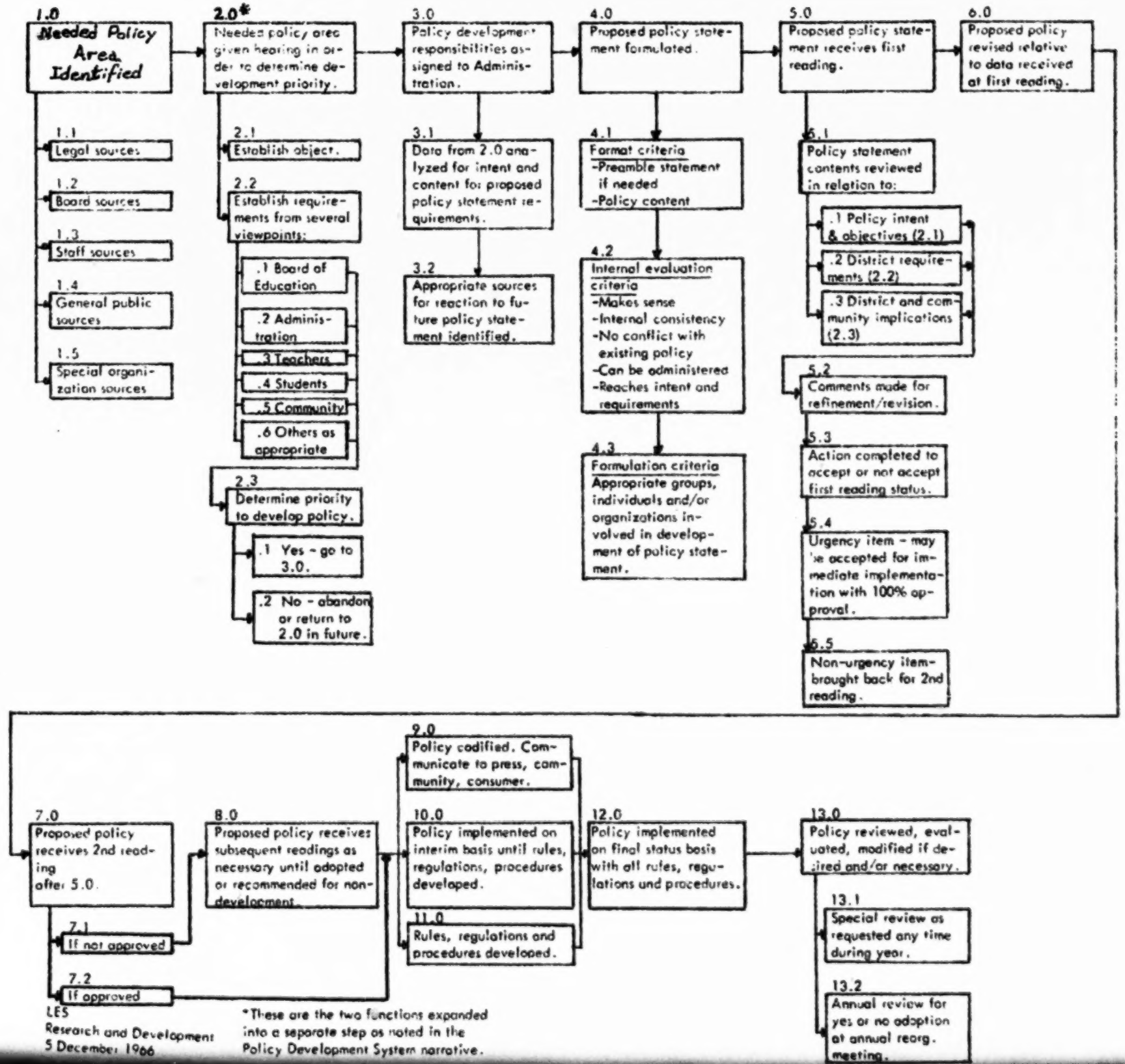
[3]California School Boards Association, Boardsmanship: A Guide for the School Board Member (Sacramento: The Association, 1967).

[4]L. E. Shuck, "System Analysis and School Policy Development," Symposium on the Application of System Analysis and Management Techniques to Educational Planning in California (Burlingame: OPERATION PEP, 1967), pp.88-99.

POLICY DEVELOPMENT SYSTEM PROFILE

FIGURE 2



LES
Research and Development
5 December 1966

*These are the two functions expanded into a separate step as noted in the Policy Development System narrative.

TABLE 1

2.0. MANAGE EDUCATIONAL PERFORMANCE

- 2.1. Determine Functional Requirements
  - 2.1.1. Assess district environment
  - 2.1.2. Define priority needs
  - 2.1.3. Recommend district goals
  - 2.1.4. Communicate district purposes
  - 2.1.5. Interpret district policy
  - 2.1.6. Specify performance requirements
  - 2.1.7. Define performance specifications
  - 2.1.8. Establish performance objectives
  - 2.1.9. Develop plans and strategies
  - 2.1.10. Identify performance functions
- 2.2. Organize Operational Capacity
  - 2.2.1. Define performance functions
  - 2.2.2. Integrate functional capability
  - 2.2.3. Allocate performance resources
  - 2.2.4. Assign functional responsibilities
  - 2.2.5. Delegate performance authority
  - 2.2.6. Establish performance accountability
  - 2.2.7. Analyze district performance
  - 2.2.8. Evaluate district performance
  - 2.2.9. Determine performance effectiveness
- 2.3. Manage School District Performance
  - 2.3.1. Perform planning functions
  - 2.3.2. Implement functional theory and research
  - 2.3.3. Institute performance controls
  - 2.3.4. Direct district performance
  - 2.3.5. Coordinate district performance
  - 2.3.6. Organize district performance
  - 2.3.7. Allocate performance inputs
  - 2.3.8. Establish accounting procedures
  - 2.3.9. Institute information handling procedures

3.0. ESTABLISH ADMINISTRATIVE SERVICES

- 3.1. Provide Personnel Services
- 3.2. Provide Operational Services
- 3.3. Provide Management Support Services
- 3.4. Provide Instructional Services

The resolution of problems and decisions relative to courses of action to be taken enable management to establish administrative services. Each area of service is designed to provide programs and services in terms of the functional requirements of a school district. Four service areas are implied by the functions listed as 3.1--3.4 in TABLE 1.

The manager of educational performance must develop organized approaches to problem solving and decision making. In addition, he must utilize appropriate models which will help him understand planned change. OPERATION PEP has developed a series of models and strategies which can be used to enhance management performance in effecting programs of planned change.

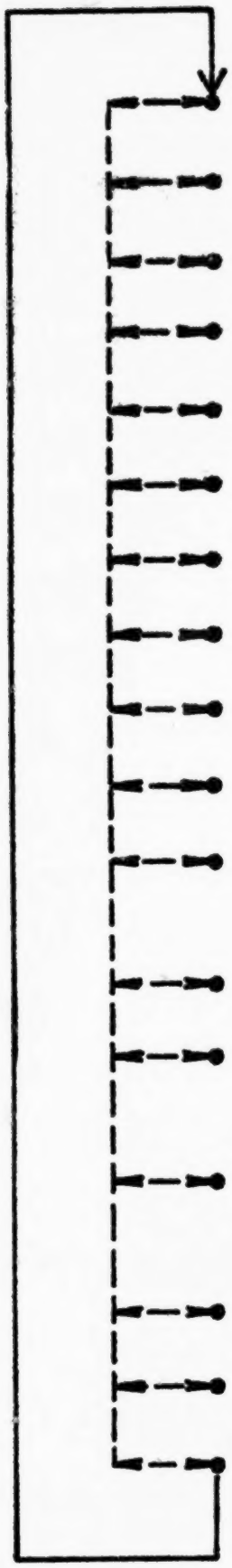
A Planning Strategy. FIGURE 3 presents a sequence of suggested planning functions that can be arranged as a closed-loop. This strategy reveals planning, development and implementation activities along a continuum. Thus, the strategy outlined can serve as a generic management procedure which can be adapted for use in many problem areas.

A Model of the Time-Involvement Dimensions for Innovation in Educational Practices. FIGURE 4 reveals a model which was designed to study the functional and organizational aspects of performance in relation to planned change in educational practice. The model may also serve by revealing alternative performance causeways and communication network linkages which can be utilized to drastically reduce the time lag currently being experienced in the diffusion of educational innovations.

Thus, the model has been designed to encompass: (1) the steps required for research findings to pass into educational practice along a research-implementation continuum; (2) the reactions of people to innovations which are influenced by their perceptions of identities, roles, situations, task

A PLANNING STRATEGY

FIGURE 3



Continuously Sense Environmental Changes.

Perceive Changing Structures.

Analyze and Define Causal Mechanisms.

Identify and Define New or Un-met Needs.

Analyze and Define Need Problem(s).

Determine Priorities for Action Among Need Problem(s).

Assess Need Problem(s) Solution Method Alternatives.

Select and/or Create Need Problem Solution(s).

Develop Plans and Strategies to Resolve Need Problem(s).

Implement Solution Method(s) and Strategies.

Conduct Preliminary Tests of Solution Method(s) and Strategies.

Revise and/or Up-date Solution Method(s) and Strategies

Integrate Solution Method(s) and Strategies with System Performance.

Determine Performance Effectiveness of Solution Method(s) and Strategies.

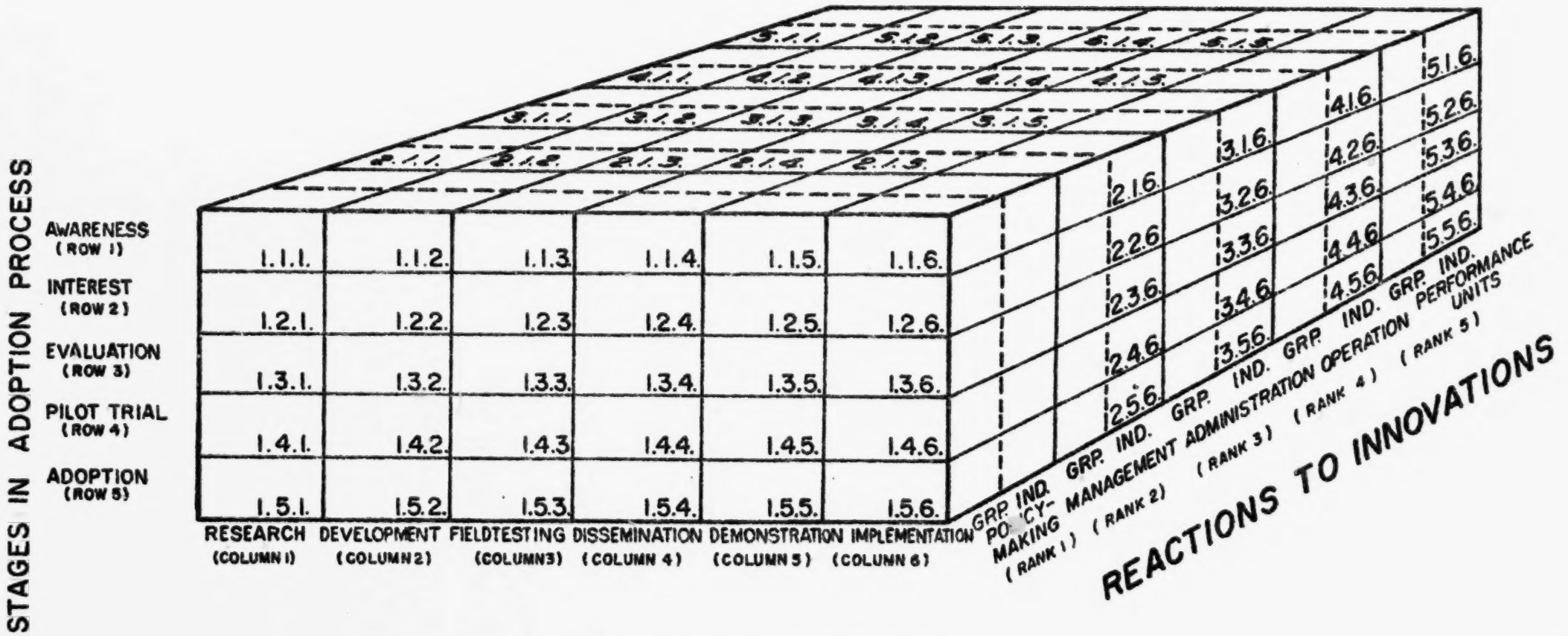
Evaluate Extent Need Problem(s) Resolution.

Assess Pattern(s) of Behavioral Change.

Continuously Sense Environmental Changes.

A Model of the Time-Involvement Dimensions for Innovation in Educational Practice

FIGURE 4


STAGES IN ADOPTION PROCESS
AWARENESS (ROW 1)
INTEREST (ROW 2)
EVALUATION (ROW 3)
PILOT TRIAL (ROW 4)
ADOPTION (ROW 5)
1.1.1. 1.1.2. 1.1.3. 1.1.4. 1.1.5. 1.1.6.
1.2.1. 1.2.2. 1.2.3. 1.2.4. 1.2.5. 1.2.6.
1.3.1. 1.3.2. 1.3.3. 1.3.4. 1.3.5. 1.3.6.
1.4.1. 1.4.2. 1.4.3. 1.4.4. 1.4.5. 1.4.6.
1.5.1. 1.5.2. 1.5.3. 1.5.4. 1.5.5. 1.5.6.
RESEARCH (COLUMN 1)
DEVELOPMENT (COLUMN 2)
FIELDTESTING (COLUMN 3)
DISSEMINATION (COLUMN 4)
DEMONSTRATION (COLUMN 5)
IMPLEMENTATION (COLUMN 6)
2.1.6. 3.1.6. 4.1.6. 5.1.6.
2.2.6. 3.2.6. 4.2.6. 5.2.6.
2.3.6. 3.3.6. 4.3.6. 5.3.6.
2.4.6. 3.4.6. 4.4.6. 5.4.6.
2.5.6. 3.5.6. 4.5.6. 5.5.6.
GRP. IND. POLICY-MAKING (RANK 1)
GRP. IND. MANAGEMENT (RANK 2)
GRP. IND. ADMINISTRATION (RANK 3)
GRP. IND. OPERATION (RANK 4)
GRP. IND. PERFORMANCE UNITS (RANK 5)
REACTIONS TO INNOVATIONS

RESEARCH - IMPLEMENTATION STRATEGY

DESIGNED BY
DONALD R. MILLER
DONALD W. JOHNSON

achievements, needs-satisfactions, social system norms and the total ecology of the system; and (3) the stages in the adoption process by which individuals reach final decisions for adoption, or rejection, of innovations.

A Model of Continuous Performance Management and Quality Assurance. The model revealed as FIGURE 5 presents a performance strategy for program evolution. The elements for performance evaluation and quality assurance are revealed above the basic flow diagram and the elements of management control are presented below the diagram. Notice should be taken of the fact that management controls cannot be defined and established until program development has taken place. Evaluation and quality assurance, on the other hand, are continuous activities of management in every stage of program evolution.

A plan for quality assurance outlines:

1. The required performance proficiency levels that must be attained.
2. An assessment of relevant knowledge and technological resources.
3. The definition of expected quality levels.
4. The definition of quality assurance procedures which assure the attainment of quality expectations.

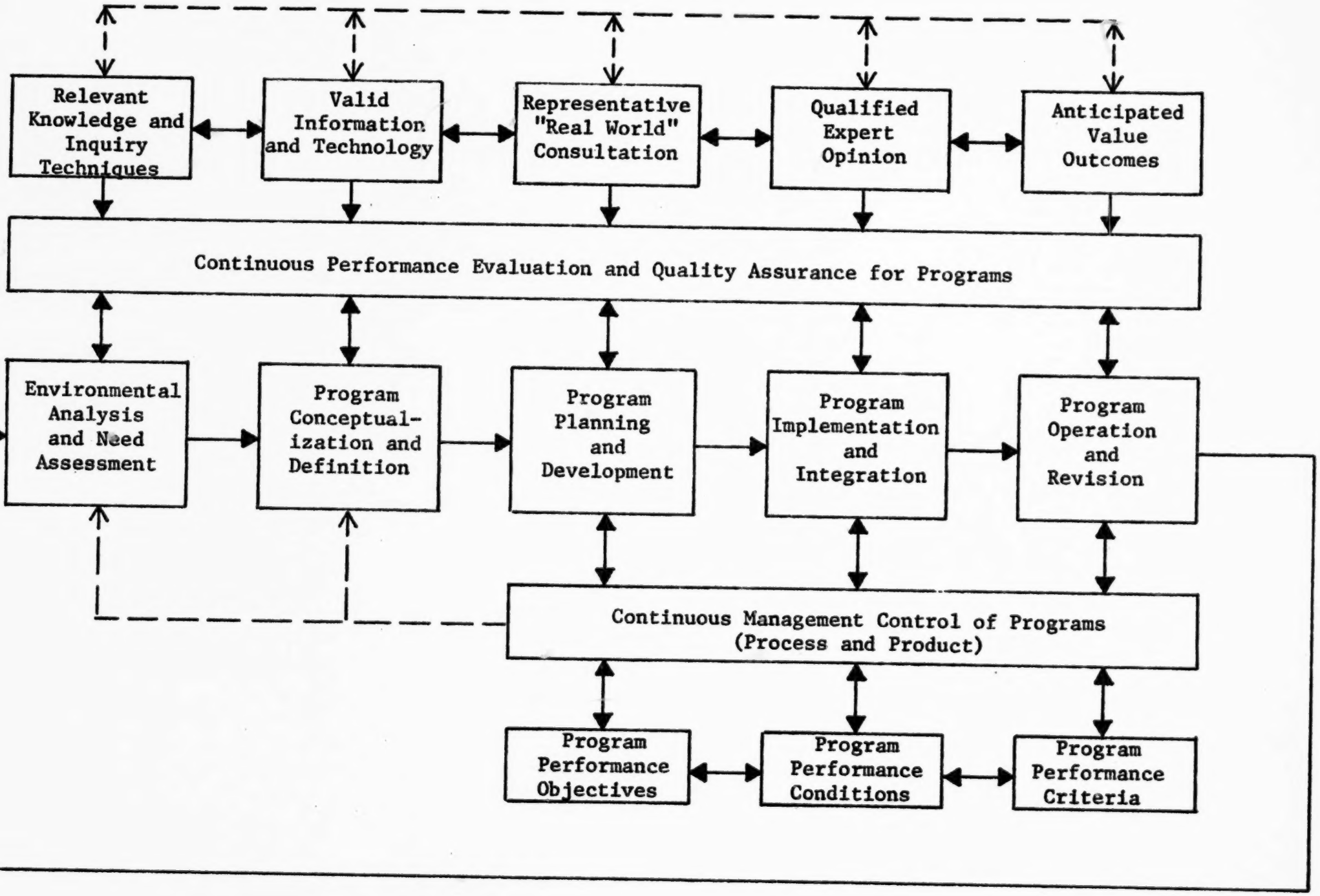
The purpose of a quality assurance plan is to establish achievable quality levels which can be built into a strategy for performance.

An evaluation plan is designed to evaluate the nature of the performance being demonstrated in terms of relevant criteria. Thus, when quality assurance and evaluation plans are fused into a quality assurance and evalution strategy, the strategy embodies both a framework and methodology for assessing the effectiveness of performance.

A Risk-Gain Motivation Strategy. Motivation is the underlying force for involvement which, in turn, is a requirement for success in programs of

A MODEL OF
CONTINUOUS PERFORMANCE MANAGEMENT AND QUALITY ASSURANCE

FIGURE 5


Relevant Knowledge and Inquiry Techniques
Valid Information and Technology
Representative "Real World" Consultation
Qualified Expert Opinion
Anticipated Value Outcomes
Continuous Performance Evaluation and Quality Assurance for Programs
Environmental Analysis and Need Assessment
Program Conceptual-ization and Definition
Program Planning and Development
Program Implementation and Integration
Program Operation and Revision
Continuous Management Control of Programs (Process and Product)
Program Performance Objectives
Program Performance Conditions
Program Performance Criteria

planned change. The successful completion of one involvement experience will provide the needed reinforcement and motivation required to secure involvement in subsequent endeavors. The key motivational element is personal gratification and this can be attained whether or not a program is completely successful. Personal gratification is generally based upon an individual's perception of progress; which, in turn, depends upon the knowledge gained and the understanding developed during the course of involvement. An important consideration is, therefore, the preparation and dissemination of explicit progress reports. These reports will allow each participant to evaluate the results of inquiry, problem solving and decision making.

A risk-gain motivation strategy provides for each of the following considerations:

1. The probable consequences and benefits to be realized can be assessed prior to involvement.

2. The participation, approval, adoption and commitment requirements of involvement can be assessed in terms of both performance requirements and organizational levels.

3. An approximate scope and sequence for the work to be done is presented for analysis prior to involvement.

4. Functional role requirements can be assessed and evaluated prior to an involvement decision.

5. Significant interim products are produced during each sequential stage of planning and development.

6. The approach suggested for utilization promises reasonable expectations of success.

7. A motivational incentive structure is provided which can serve each individual in the appraisal of involvement benefits in terms of personal needs and goals.

The foregoing elements in the risk-gain motivation strategy necessitate the specification of involvement requirements before a course of action

takes place. For this reason, it is necessary that educational planners and managers determine the involvement requirements of key individuals in terms of the levels of organization which they represent. Thus, an assessment must be performed before any attempt is made to recruit key participants. A matrix can be developed which will facilitate the specification of involvement requirements in terms of major performance activities and events. Thus, the level of involvement required of each participant can be related to his functional role. In addition, each participant will be afforded an understanding of the relation between involvement requirements and project success.

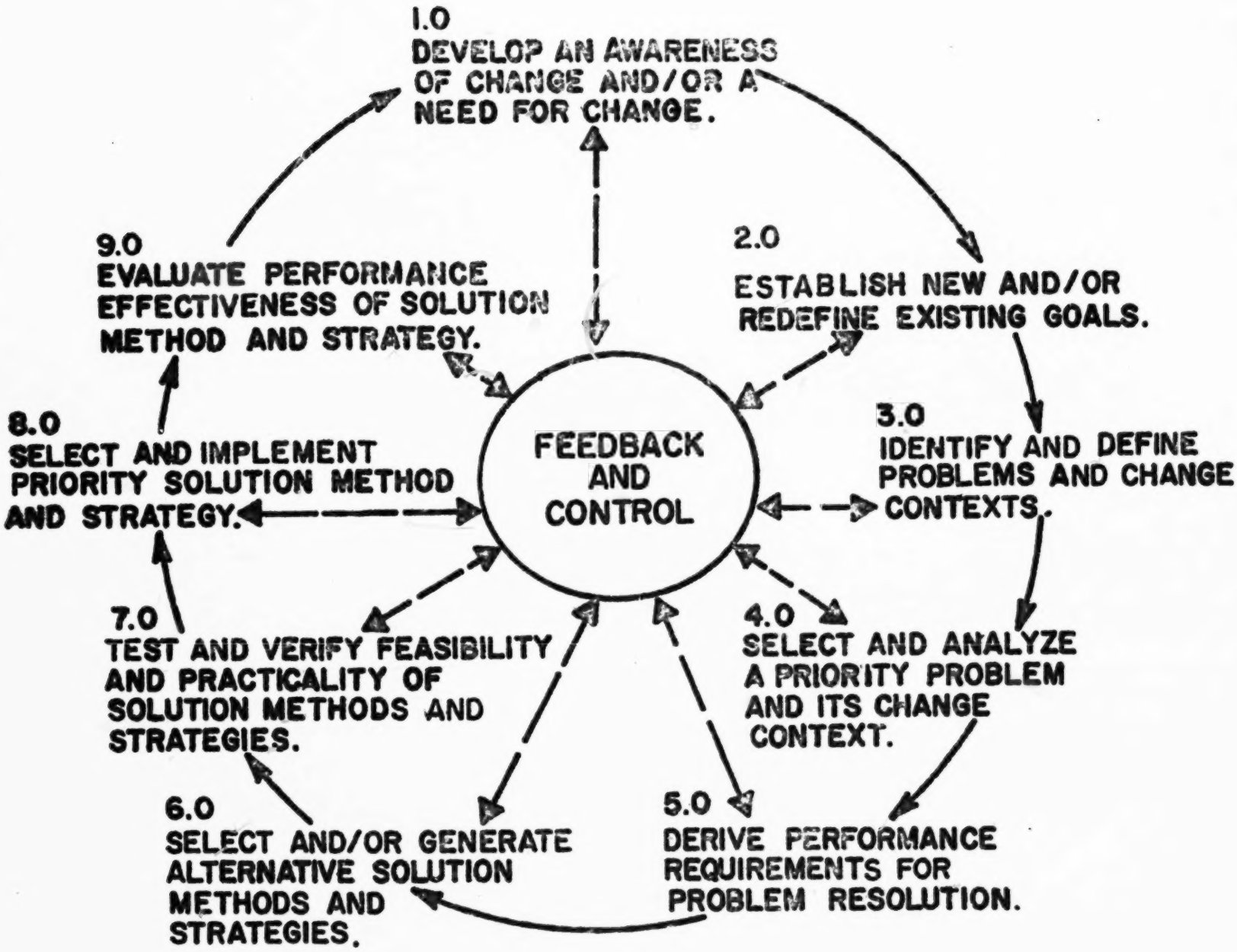
A Problem-Solving Strategy. A model of a system approach to problem solving is presented as FIGURE 6. This model has several elements that are common to the planning strategy outlined in FIGURE 3. The principal difference in the two figures is that FIGURE 6 provides for, and emphasizes, control and feedback.

Control is a management function that is implemented to assure that performance proceeds according to plans and directions. This function also provides for the timely revision of plans; that is, if a significant departure from plans occur, then the deviation is corrected by some appropriate adjustment. Control involves managers in the definition and assignment of responsibilities according to functions. In addition, managers must match assigned responsibilities with the relevant management information required to execute them in the most efficient and effective manner. Thus, the essence of control is action which adjusts performance to predetermined standards if deviations occur.

A control procedure establishes a closed-loop pattern of relationships between management and the performance units to which are assigned

FIGURE 6

A MODEL OF A SYSTEM APPROACH TO PROBLEM SOLVING


1.0
DEVELOP AN AWARENESS OF CHANGE AND/OR A NEED FOR CHANGE.
2.0
ESTABLISH NEW AND/OR REDEFINE EXISTING GOALS.
3.0
IDENTIFY AND DEFINE PROBLEMS AND CHANGE CONTEXTS.
4.0
SELECT AND ANALYZE A PRIORITY PROBLEM AND ITS CHANGE CONTEXT.
5.0
DERIVE PERFORMANCE REQUIREMENTS FOR PROBLEM RESOLUTION.
6.0
SELECT AND/OR GENERATE ALTERNATIVE SOLUTION METHODS AND STRATEGIES.
7.0
TEST AND VERIFY FEASIBILITY AND PRACTICALITY OF SOLUTION METHODS AND STRATEGIES.
8.0
SELECT AND IMPLEMENT PRIORITY SOLUTION METHOD AND STRATEGY.
9.0
EVALUATE PERFORMANCE EFFECTIVENESS OF SOLUTION METHOD AND STRATEGY.
FEEDBACK AND CONTROL

responsibilities for the performance of functions. Feedback is the property of this closed-loop pattern which permits the demonstrated performance (output) to be compared to the performance requirement (input) so that appropriate control procedures may be defined and implemented. A problem-solving strategy generally establishes a closed-loop pattern of relationships, because a closed sequence of cause-and-effect relationships can be regarded as existing within the problem context. The principal function of feedback in problem solving is that it facilitates an estimation of the variance that occurs during problem resolution.

FIGURE 7 reveals the centrality of feedback in the communication network which is established to analyze performance. Feedback information provides a test for the validity and effectiveness of problem-solving decisions against the actual course of events which take place. Control and feedback are thus combined in management control procedures which are designed to assure that plans will succeed. Thus, management control procedures: (1) define measurable standards by which performance can be assessed, (2) provide a framework and methodology for the assessment of performance, and (3) establish procedures for the correction of performance deviations.

A Performance Management Strategy. A generic management model is outlined in FIGURE 8. This generic model reveals several elements which are common to the problem-solving model revealed in FIGURE 6 and the analysis of performance cycle revealed as FIGURE 7. The following sequence of events are outlined:

1. The assessment and justification of needs in terms of validity criteria lead to the structuring of new and/or the redefinition of existing goals.

2. The definition of goals stimulate policy formulation and the

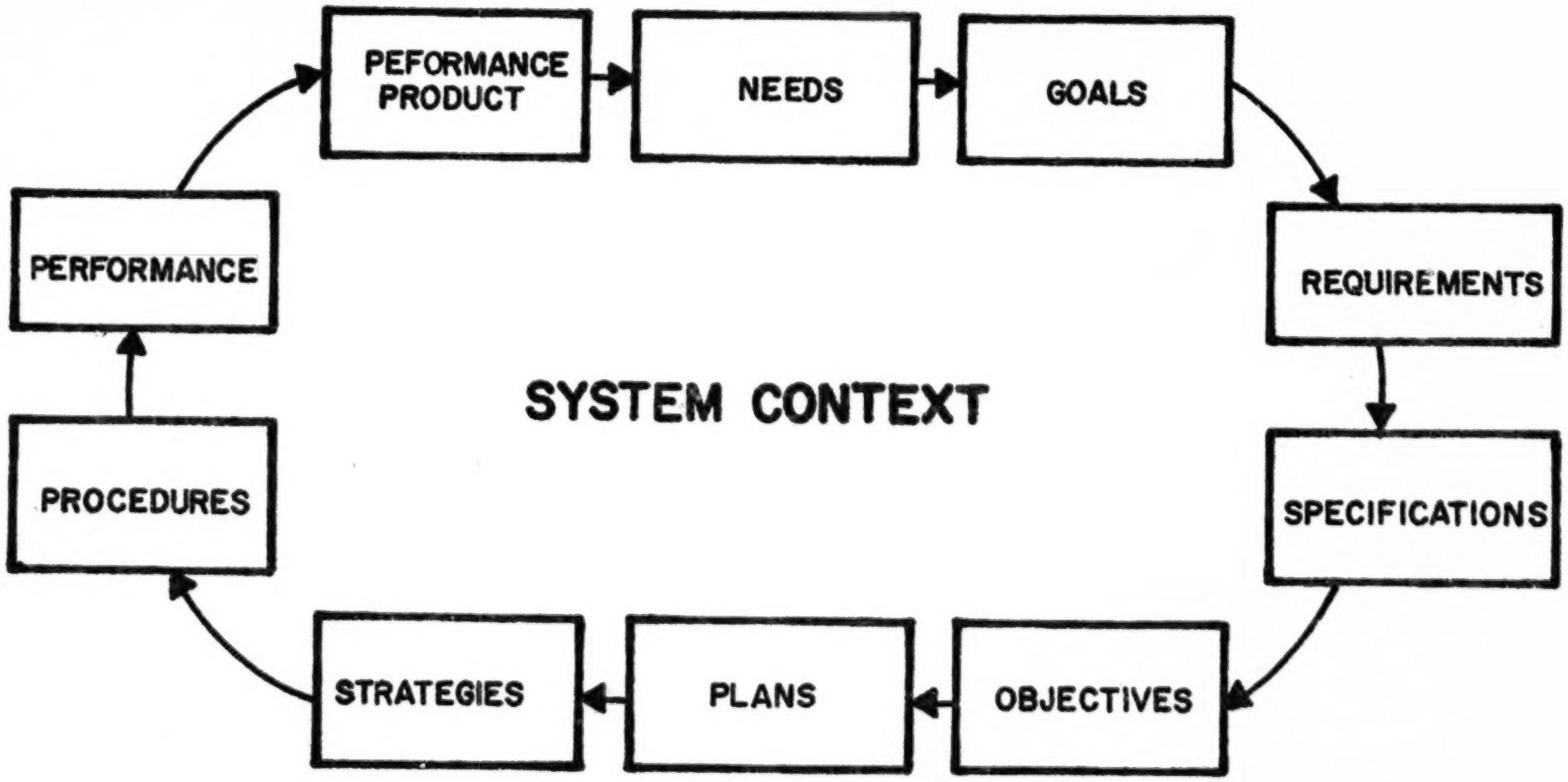
Analysis of Performance Cycle

FIGURE 7

Centrality of Feedback
in the Communication Network

A GENERIC MANAGEMENT MODEL

FIGURE 8



ENVIRONMENTAL CONTEXT

resulting policy decisions establish performance requirements which are delegated to management.

3. Management must analyze the performance requirements in order that it can define a complete array of performance specifications which can be used to explain the performance requirements.

4. The specifications are classified and categorized according to levels of organization and a hierarchy of performance objectives can be defined in measurable terms.

5. Performance objectives are the fundamental bases of plans--each outlines a course of action and details appropriate management controls.

6. Plans must be verified in terms of the performance context and the action sequence (strategy) which has been developed to accomplish the objective.

(It should be noted that a plan is the best alternative solution which will fully satisfy the specifications. A strategy, on the other hand, embodies the communication elements, education and motivation required to make the plan work in terms of required compromises, adaptations, adjustments and concessions.)

7. A strategy which has been validated through feedback and control is a reliable management procedure for the achievement of objectives.

8. The establishment of a management procedure facilitates the achievement of performance consistency in spite of internal and external constraints on performance.

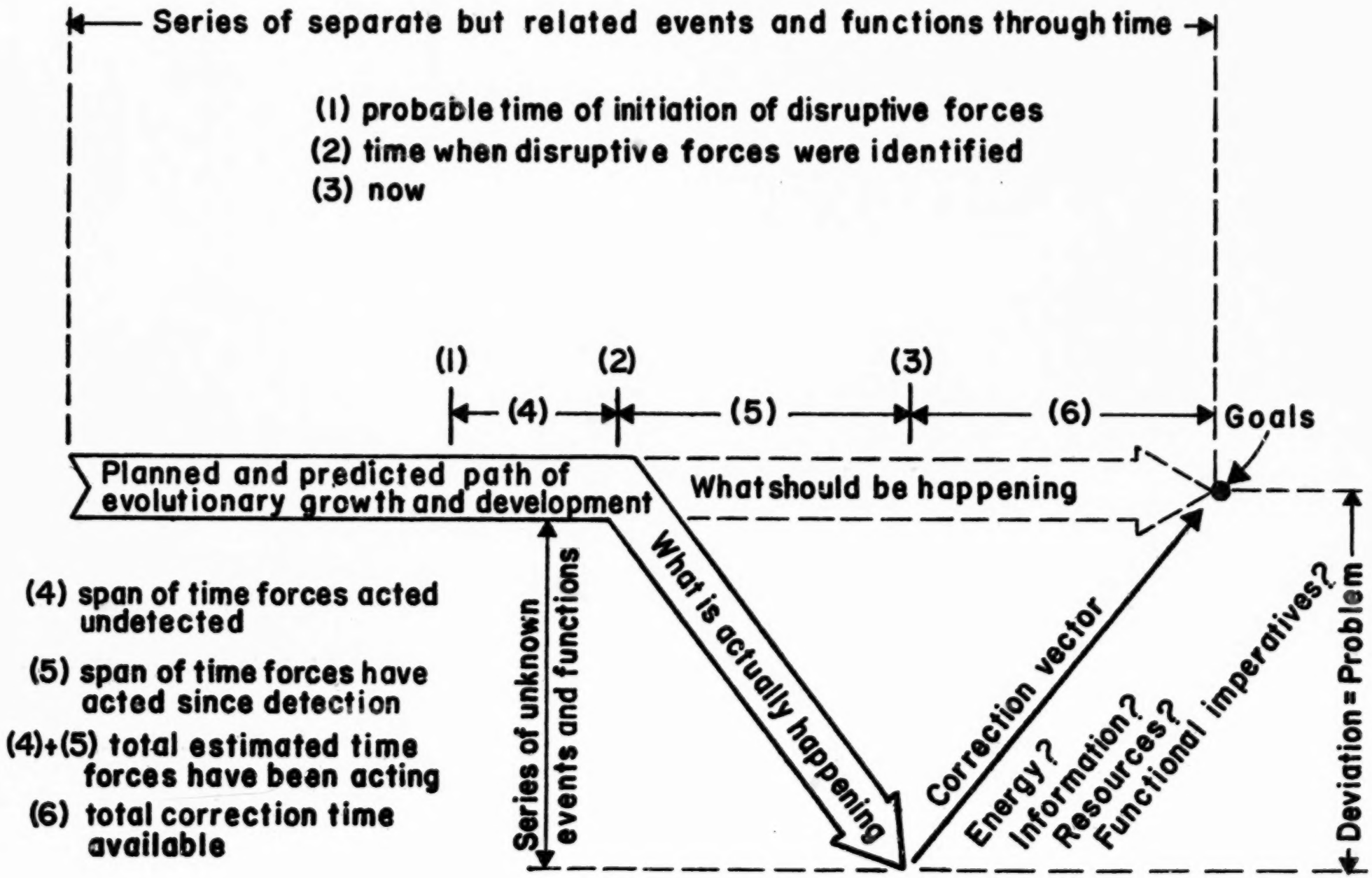
9. The resulting performance can be evaluated to determine the effectiveness of performance in terms of established criteria.

10. The achievement of desired levels of performance proficiency produces change. Such change will produce new needs which, when justified, will stimulate the formulation of new goals, and the cyclic phenomenon will continue.

Performance Problem Relationships. A model of performance problem relationships is presented as FIGURE 9. The relationships presented suggest that the goal to be attained is real and well defined. The relationships reveal that a deviation has occurred and that some correcting action should

Performance Problem Relationships

FIGURE 9



take place. However, it must be noted that if goals are not well-defined many such performance deviations will appear to take place as goal distance is reduced. Thus, educational planners and managers must realize that two sets of variables are operative in such problem relationships: (1) some aspect of the goal may change, and (2) some aspect of performance may change.

A series of action questions have been formulated to serve as inquiry guides to problem and decision analysis.[5] These questions have been adapted for use in OPERATION PEP as follows:

Problem Analysis:

Is there a performance deviation, or has some aspect of the goal changed?
How important is it (in relation to plans and strategies)?
How critical is it (in relation to inputs, outputs and requirements)?
What information do I need to specify the problem?
What possible causes does the specification suggest?
How should these possible causes be measured and verified?

Decision Analysis:

What functional and organizational elements are within the decision area?
Which objectives of performance must be considered for this decision?
Which objectives are musts and which objectives are wants?
What are the decision alternatives?
Which alternatives satisfy the requirements (musts)?
How do these alternatives compare on wants?
How do these alternatives compare on adverse consequences?
How do these alternatives compare on benefits?
How do these alternatives compare on effectiveness?

Potential Problem Analysis:

What potential problems could affect or impair this choice?
What are their most probable causes?
What preventive action can I take to remove causes?
What contingent action can I set to minimize problem effects?
What information is needed to implement contingent actions?
What information is needed to manage and control actions according to plan?

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[5]Charles H. Kepner and Benjamin B. Tregoe. The Rational Manager (New York: McGraw-Hill Book Company, 1965).

The foregoing models and strategies can be used by educational planners and managers to manage district performance. The criticality of the management function coupled with the scarcity of performance inputs available to the district necessitates that superintendents of schools devote primary attention to those planning, problem-solving and decision-making activities which will produce greater efficiency and effectiveness in performance.

Thus, management must develop sequences of procedures which can be delegated to subordinate personnel for administration. FIGURES 10, 11, 12 and 13 reveal the administrative service functions which have been defined and detailed as TABLES 2, 3, 4 and 5 respectively. Since each of the functional areas of service suggested are common to practice, no attempt will be made to provide a further elaboration.

FIGURE 10
PERSONNEL SERVICES

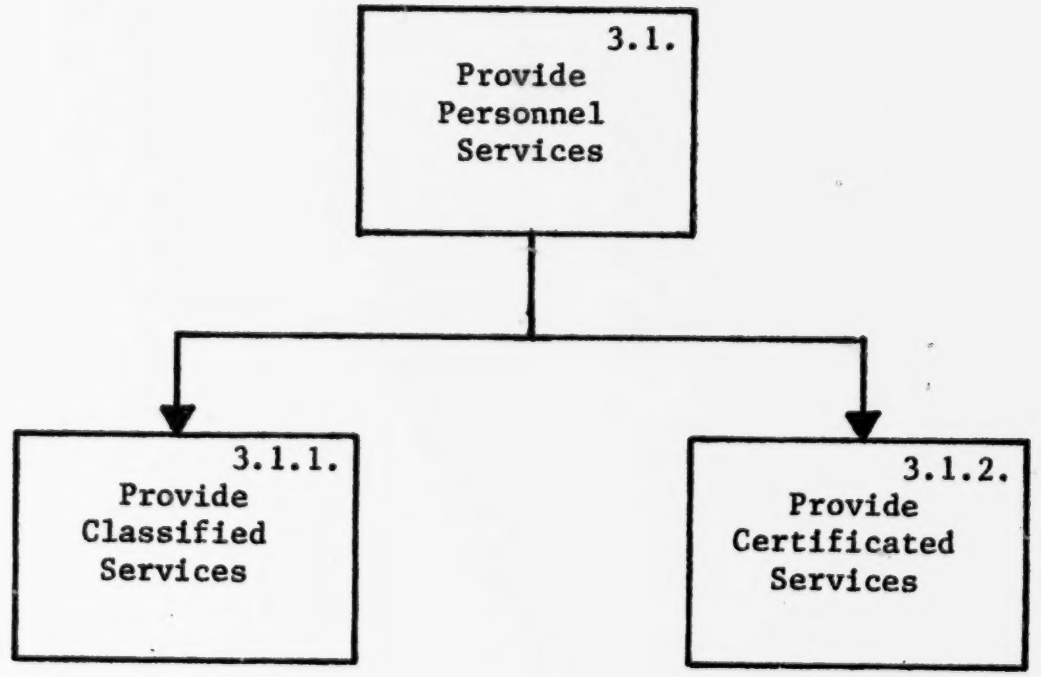

TABLE 2
3.1. PROVIDE PERSONNEL SERVICES

3.1.1. Provide classified services
- 3.1.1.1. Perform managerial responsibilities
- 3.1.1.2. Define performance functions
- 3.1.1.3. Define role requirements
  - 3.1.1.3.1. Detail job descriptions
  - 3.1.1.3.2. Determine experiential requirements
  - 3.1.1.3.3. Determine training requirements
  - 3.1.1.3.4. Determine educational requirements
  - 3.1.1.3.5. Determine credential requirements
- 3.1.1.4. Develop recruitment procedures
  - 3.1.1.4.1. Prepare recruitment materials
  - 3.1.1.4.2. Disseminate recruitment materials
  - 3.1.1.4.3. Retrieve recruitment information
  - 3.1.1.4.4. Assess recruitment information
- 3.1.1.5. Develop selection procedures
  - 3.1.1.5.1. Interpret selection policy
  - 3.1.1.5.2. Establish selection criteria
  - 3.1.1.5.3. Institute selection committee
  - 3.1.1.5.4. Arrange applicant interviews
  - 3.1.1.5.5. Assess qualified applicants
  - 3.1.1.5.6. Maintain applicant files
- 3.1.1.6. Develop assignment procedures
  - 3.1.1.6.1. Assess personnel needs
  - 3.1.1.6.2. Assess personnel policies
  - 3.1.1.6.3. Assign qualified personnel
- 3.1.1.7. Prepare uniform salary schedule
- 3.1.1.8. Perform salary negotiations
- 3.1.1.9. Develop evaluation procedures
- 3.1.1.10. Develop in-service training programs
- 3.1.1.11. Maintain personnel files
- 3.1.1.12. Maintain personnel relations
  - 3.1.1.12.1. Develop orientation programs
  - 3.1.1.12.2. Define salary placement procedures
  - 3.1.1.12.3. Develop uniform personnel policies
  - 3.1.1.12.4. Administer welfare program
  - 3.1.1.12.5. Establish appeal & grievance procedures
  - 3.1.1.12.6. Provide personnel associations liaison

3.1.2. Provide certificated services
- 3.1.2.1. Perform managerial responsibilities
- 3.1.2.2. Define performance functions
- 3.1.2.3. Define role requirements
  - 3.1.2.3.1. Detail job descriptions
  - 3.1.2.3.2. Determine experiential requirements
  - 3.1.2.3.3. Determine training requirements
  - 3.1.2.3.4. Determine educational requirements
  - 3.1.2.3.5. Determine credential requirements
- 3.1.2.4. Develop recruitment procedures
  - 3.1.2.4.1. Prepare recruitment materials
  - 3.1.2.4.2. Disseminate recruitment materials
  - 3.1.2.4.3. Retrieve recruitment information
  - 3.1.2.4.4. Assess recruitment information

3.1.2.5. Develop selection procedures
- 3.1.2.5.1. Interpret selection policy
- 3.1.2.5.2. Establish selection criteria
- 3.1.2.5.3. Institute selection committee
- 3.1.2.5.4. Arrange applicant interviews
- 3.1.2.5.5. Assess qualified applicants
- 3.1.2.5.6. Maintain applicant files

3.1.2.6. Develop assignment procedures
- 3.1.2.6.1. Assess personnel needs
- 3.1.2.6.2. Assess personnel policies
- 3.1.2.6.3. Assign qualified personnel

3.1.2.7. Prepare uniform salary schedule

3.1.2.8. Perform salary negotiations

3.1.2.9. Develop evaluation procedures

3.1.2.10. Develop in-service training programs

3.1.2.11. Maintain personnel files

3.1.2.12. Maintain personnel relations
- 3.1.2.12.1. Develop orientation programs
- 3.1.2.12.2. Define placement procedures
- 3.1.2.12.3. Develop uniform policies
- 3.1.2.12.4. Administer welfare program
- 3.1.2.12.5. Establish appeal & grievance procedures
- 3.1.2.12.6. Provide personnel associations liaison

3.1.2.13. Coordinate special programs
- 3.1.2.13.1. Coordinate cadet teaching program
- 3.1.2.13.2. Coordinate teacher aides program
- 3.1.2.13.3. Coordinate teacher intern program
- 3.1.2.13.4. Coordinate parent volunteer program
- 3.1.2.13.5. Coordinate substitute teacher program

FIGURE 11
OPERATIONAL SERVICES

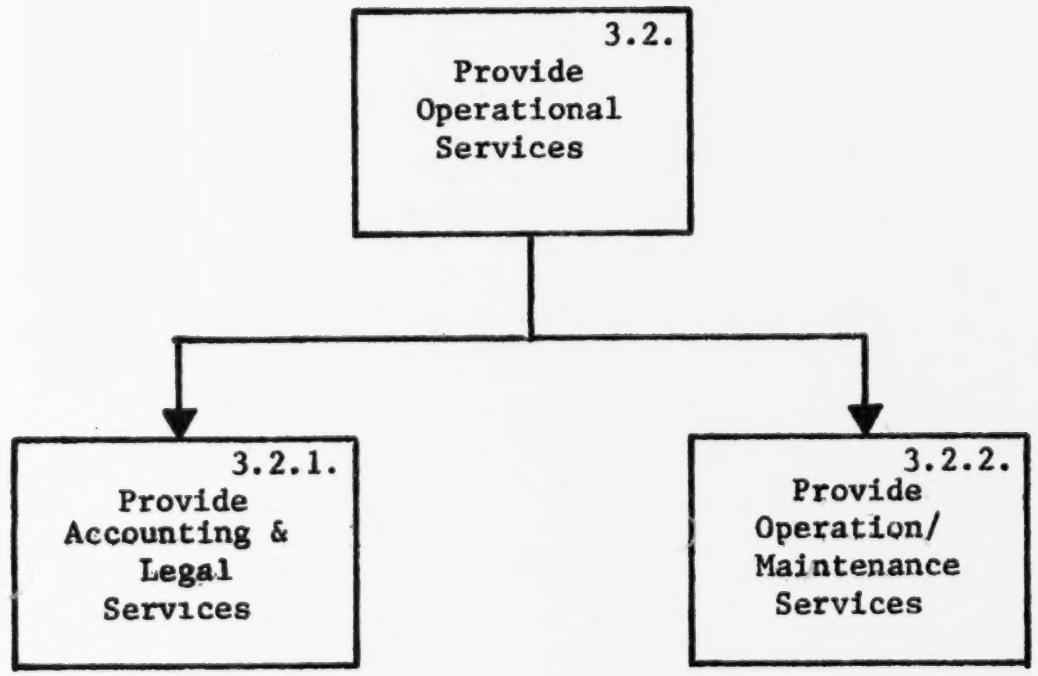

TABLE 3

3.2. PROVIDE OPERATIONAL SERVICES

- 3.2.1. Provide accounting and legal services
  - 3.2.1.1. Perform managerial responsibilities
  - 3.2.1.2. Administer accounting services
    - 3.2.1.2.1. Administer fiscal affairs
    - 3.2.1.2.2. Prepare comprehensive budget plan
    - 3.2.1.2.3. Establish budgeting procedures
    - 3.2.1.2.4. Exercise fiscal controls
      - 3.2.1.2.4.1. Determine expected revenues
        - 3.2.1.2.4.1.1. Assess local revenues
        - 3.2.1.2.4.1.2. Assess state revenues
        - 3.2.1.2.4.1.3. Assess federal revenues
      - 3.2.1.2.4.2. Determine required expenditures
      - 3.2.1.2.4.3. Determine fiscal policies
      - 3.2.1.2.4.4. Prepare fiscal reports
  - 3.2.1.3. Administer legal services
    - 3.2.1.3.1. Provide legal liaison services
    - 3.2.1.3.2. Interpret educational code and legislation
    - 3.2.1.3.3. Administer district real property
    - 3.2.1.3.4. Facilitate school district elections
    - 3.2.1.3.5. Establish contractural relationships
  - 3.2.1.4. Administer state school building program
- 3.2.2. Provide operation/maintenance services
  - 3.2.2.1. Perform managerial responsibilites
  - 3.2.2.2. Administer procurement services
    - 3.2.2.2.1. Control purchasing services
    - 3.2.2.2.2. Provide warehousing services
    - 3.2.2.2.3. Provide inventory services
    - 3.2.2.2.4. Provide supply distribution services
  - 3.2.2.3. Provide operation services
    - 3.2.2.3.1. Provide custodial services
    - 3.2.2.3.2. Provide food services
    - 3.2.2.3.3. Provide transportation services
    - 3.2.2.3.4. Provide community services
    - 3.2.2.3.5. Provide civil defense services
  - 3.2.2.4. Provide maintenance services
    - 3.2.2.4.1. Provide facilities maintenance services
    - 3.2.2.4.2. Provide grounds maintenance services
    - 3.2.2.4.3. Provide equipment maintenance services

FIGURE 12
MANAGE SUPPORT SERVICES

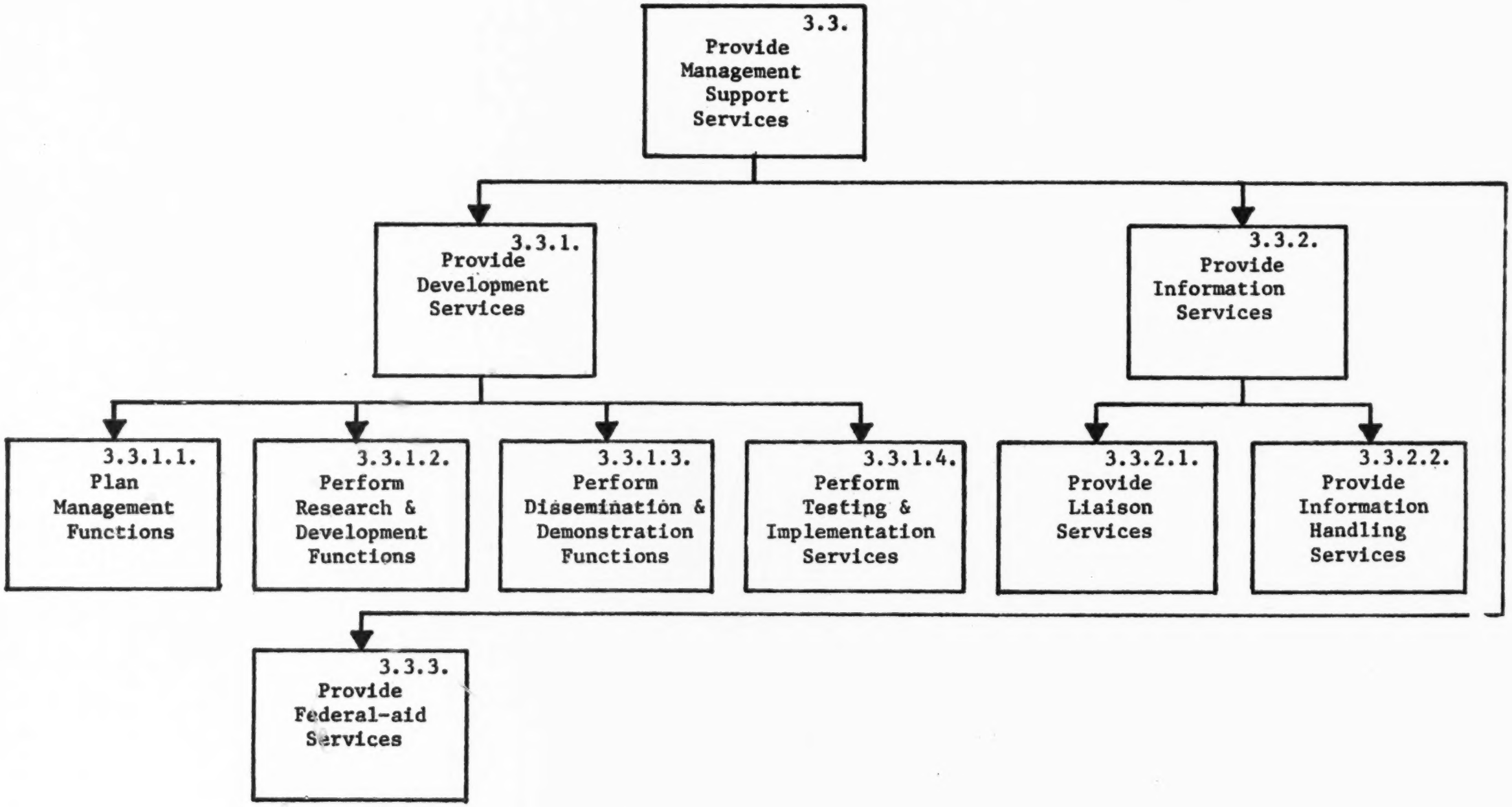

TABLE 4

3.3. PROVIDE MANAGEMENT SUPPORT SERVICES

- 3.3.1. Provide development services
  - 3.3.1.1. Plan management functions
    - 3.3.1.1.1. Perform management planning service
    - 3.3.1.1.2. Assess planning intelligence
    - 3.3.1.1.3. Design performance controls
    - 3.3.1.1.4. Plan direction procedures
    - 3.3.1.1.5. Develop coordination plans
    - 3.3.1.1.6. Develop organization plans
    - 3.3.1.1.7. Plan resource allocations
    - 3.3.1.1.8. Design accountability procedures
    - 3.3.1.1.9. Design information handling procedures
    - 3.3.1.1.10. Design performance analysis procedures
  - 3.3.1.2. Perform research and development functions
    - 3.3.1.2.1. Perform research services
      - 3.3.1.2.1.1. Design research procedures
      - 3.3.1.2.1.2. Develop utilization procedures
      - 3.3.1.2.1.3. Analyze district performance
      - 3.3.1.2.1.4. Perform environmental analysis
      - 3.3.1.2.1.5. Perform cost analysis
      - 3.3.1.2.1.6. Perform need assessments
      - 3.3.1.2.1.7. Design controlled investigations
      - 3.3.1.2.1.8. Conduct research training
    - 3.3.1.2.2. Perform development functions
      - 3.3.1.2.2.1. Define development programs
      - 3.3.1.2.2.2. Initiate developmental planning
      - 3.3.1.2.2.3. Design functional approaches
      - 3.3.1.2.2.4. Develop performance strategies
  - 3.3.1.3. Perform dissemation and demonstration functions
    - 3.3.1.3.1. Disseminate knowledge of innovations
    - 3.3.1.3.2. Disseminate performance information
    - 3.3.1.3.3. Provide technological demonstrations
    - 3.3.1.3.4. Provide programming demonstrations
  - 3.3.1.4. Perform testing and implementation services
    - 3.3.1.4.1. Develop field testing procedures
    - 3.3.1.4.2. Field test promising innovations
    - 3.3.1.4.3. Develop implementation strategies
    - 3.3.1.4.4. Assess implementation requirements
    - 3.3.1.4.5. Analyze integration requirements
- 3.3.2. Provide information services
  - 3.3.2.1. Provide liaison services
    - 3.3.2.1.1. Perform managerial responsibilities
    - 3.3.2.1.2. Develop communication network
    - 3.3.2.1.3. Administer data processing services
    - 3.3.2.1.4. Establish community relations program
    - 3.3.2.1.5. Develop communication instruments
  - 3.3.2.2. Provide information handling services
    - 3.3.2.2.1. Develop information acquisition procedures
    - 3.3.2.2.2. Develop information selection procedures
    - 3.3.2.2.3. Develop information storage procedures
    - 3.3.2.2.4. Develop information retrieval procedures
    - 3.3.2.2.5. Develop information evaluation procedures
    - 3.3.2.2.6. Develop information analysis procedures

3.3.2.2.7. Develop information synthesis procedures
3.3.2.2.8. Develop information validation procedures

3.3.3. Provide federal-aid services
3.3.3.1. Coordinate ESEA programs
3.3.3.2. Coordinate vocational education programs
3.3.3.3. Coordinate NDEA programs
3.3.3.4. Coordinate NYC programs
3.3.3.5. Coordinate other federal programs
3.3.3.6. Perform managerial responsibilities

FIGURE 13
INSTRUCTIONAL SERVICES

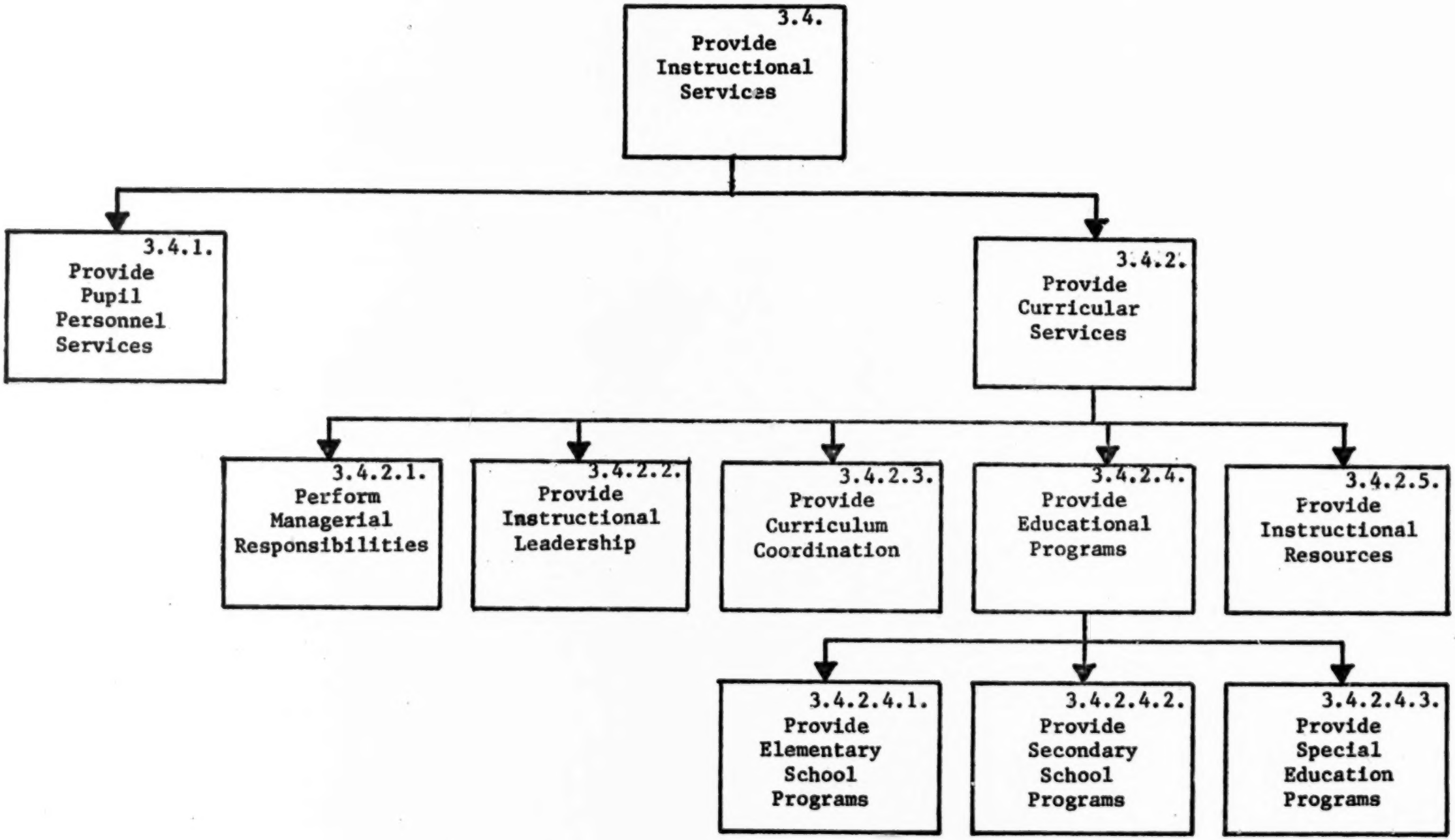

TABLE 5

3.4. PROVIDE INSTRUCTIONAL SERVICES

- 3.4.1. Provide pupil personnel services
  - 3.4.1.1. Perform managerial responsibilities
  - 3.4.1.2. Administer pupil personnel services
  - 3.4.1.3. Administer student insurance program
  - 3.4.1.4. Administer student safety program
  - 3.4.1.5. Establish student conduct policies
  - 3.4.1.6. Provide child welfare services
  - 3.4.1.7. Provide attendance services
  - 3.4.1.8. Provide school nursing services
  - 3.4.1.9. Provide child health services
  - 3.4.1.10. Provide child guidance services
  - 3.4.1.11. Provide school testing services
  - 3.4.1.12. Provide psychological services
    - 3.4.1.12.1. Provide advisory & consultant services
    - 3.4.1.12.2. Provide testing & clinical services
    - 3.4.1.12.3. Conduct student interviews
    - 3.4.1.12.4. Conduct parent conferences
    - 3.4.1.12.5. Conduct case study investigations
    - 3.4.1.12.6. Diagnose student problems
    - 3.4.1.12.7. Advise admission committees
    - 3.4.1.12.8. Interpret psychological information
- 3.4.2. Provide curricular services
  - 3.4.2.1. Perform managerial responsibilities
    - 3.4.2.1.1. Plan instructional services
    - 3.4.2.1.2. Implement instructional theory & research
    - 3.4.2.1.3. Develop instructional controls
    - 3.4.2.1.4. Direct instructional performance
    - 3.4.2.1.5. Coordinate instructional performance
    - 3.4.2.1.6. Organize instructional performance
    - 3.4.2.1.7. Allocate instructional resources
    - 3.4.2.1.8. Develop cost-accounting procedures
    - 3.4.2.1.9. Develop information handling procedures
  - 3.4.2.2. Provide instructional leadership
    - 3.4.2.2.1. Provide curriculum information
      - 3.4.2.2.1.1. Provide learning theory information
      - 3.4.2.2.1.2. Provide instructional theory information
      - 3.4.2.2.1.3. Provide communication theory information
      - 3.4.2.2.1.4. Provide methods/means informati
      - 3.4.2.2.1.5. Provide child growth & developm information
    - 3.4.2.2.2. Provide planning resources
      - 3.4.2.2.2.1. Maintain curriculum resource library
      - 3.4.2.2.2.2. Maintain professional library services
      - 3.4.2.2.2.3. Provide consultant services
    - 3.4.2.2.3. Stimulate leadership development
      - 3.4.2.2.3.1. Conduct special study series
      - 3.4.2.2.3.2. Project leadership seminars

3.4.2.2.3.3. Present educational concerns
3.4.2.2.3.4. Institute planned change programs
3.4.2.2.3.5. Provide planning skills developmen
3.4.2.2.4. Present annual staff institutes
3.4.2.2.5. Provide child growth and development information
3.4.2.2.5.1. Provide visitation opportunities
3.4.2.2.5.2. Present exemplary programs
3.4.2.2.5.3. Demonstrate program innovations
3.4.2.2.6. Create improvement task force
3.4.2.3. Provide curriculum coordination
3.4.2.3.1. Provide advisory & supervisory services
3.4.2.3.2. Provide coordination services
3.4.2.3.2.1. Coordinate art education program
3.4.2.3.2.2. Coordinate foreign language education program
3.4.2.3.2.3. Coordinate health education programs
3.4.2.3.2.4. Coordinate industrial arts education programs
3.4.2.3.2.5. Coordinate language arts education programs
3.4.2.3.2.6. Coordinate mathematics education programs
3.4.2.3.2.7. Coordinate music education programs
3.4.2.3.2.8. Coordinate physical education programs
3.4.2.3.2.9. Coordinate recreation programs
3.4.2.3.2.10. Coordinate science education programs
3.4.2.3.2.11. Coordinate conservation education programs
3.4.2.3.2.12. Coordinate social studies education programs
3.4.2.3.2.13. Coordinate vocational education programs
3.4.2.3.2.14. Coordinate vocational guidance programs
3.4.2.3.2.15. Coordinate youth services programs
3.4.2.3.2.16. Coordinate gifted student programs
3.4.2.3.3. Develop resource publications
3.4.2.3.4. Develop curriculum guides
3.4.2.3.5. Develop in-service programs
3.4.2.4. Provide educational programs
3.4.2.4.1. Provide elementary school programs
3.4.2.4.1.1. Provide pre-school education programs
3.4.2.4.1.2. Provide kindergarten education programs
3.4.2.4.1.3. Provide primary education programs
3.4.2.4.1.4. Provide intermediate education programs
3.4.2.4.1.5. Provide summer school programs

3.4.2.4.2. Provide secondary school programs
- 3.4.2.4.2.1. Provide upper grades & junior high education programs
- 3.4.2.4.2.2. Provide high school education programs
- 3.4.2.4.2.3. Provide continuation school education programs
- 3.4.2.4.2.4. Provide adult education programs
- 3.4.2.4.2.5. Provide junior college articulation programs
- 3.4.2.4.2.6. Provide summer school programs

3.4.2.4.3. Provide special education programs
- 3.4.2.4.3.1. Provide programs for mentally retarded
  - 3.4.2.4.3.1.1. Provide educationally handicapped programs
  - 3.4.2.4.3.1.2. Provide mentally retarded programs
- 3.4.2.4.3.2. Provide programs for physically handicapped
  - 3.4.2.4.3.2.1. Provide speech & hearing instruction
  - 3.4.2.4.3.2.2. Provide visually handicapped programs
  - 3.4.2.4.3.2.3. Provide special programs for other physically handicapped children

3.4.2.5. Provide instructional resources
- 3.4.2.5.1. Provide resource consultant services
- 3.4.2.5.2. Provide resource circulation services
- 3.4.2.5.3. Provide resource inventory services
- 3.4.2.5.4. Provide resource warehouse services
- 3.4.2.5.5. Provide resource requisition services
- 3.4.2.5.6. Perform resource need assessment
- 3.4.2.5.7. Perform resource acquisition services
  - 3.4.2.5.7.1. Prepare resource project proposals
  - 3.4.2.5.7.2. Coordinate resource expenditures
- 3.4.2.5.8. Disseminate instructional guidelines
- 3.4.2.5.9. Prepare state textbook requisition
- 3.4.2.5.10. Provide resource description service
  - 3.4.2.5.10.1. Develop resource catalogs
  - 3.4.2.5.10.2. Describe instructional services
- 3.4.2.5.11. Coordinate professional library services
- 3.4.2.5.12. Coordinate school library services
- 3.4.2.5.13. Provide clerical services

III. SCHOOL DISTRICT ORGANIZATIONAL PLAN

A plan of school district organization represents an organizational structure which has been established to perform functions. A plan of functional organization details the functions which must be performed in order that a school district may successfully attain its goals. In this respect, the functional plan can be regarded as a functional pattern of relationships for school district performance. But it must be remembered that a functional plan details the functions that must be performed; it does not reveal the personalities nor the methods-means which can be related to each function.

An organizational plan is related to the structural aspects of performance. The purpose of such a plan is that it details structural units and the relationships between these structural units in an organization. FIGURE 14 reveals a school district plan of organization.[6] The primary difference between the organizational and functional plans resides in the fact that the functional plan reveals performance activities, while the organizational plan reveals the structural units of organization to which the functions can be assigned for performance. Thus, an organizational plan must provide for control and feedback.

Description of the Organizational Plan. The lines of relationship revealed on the school district organizational plan are lines of control and feedback. Even though many elements of communication are involved in these two management activities, it should be realized that these lines

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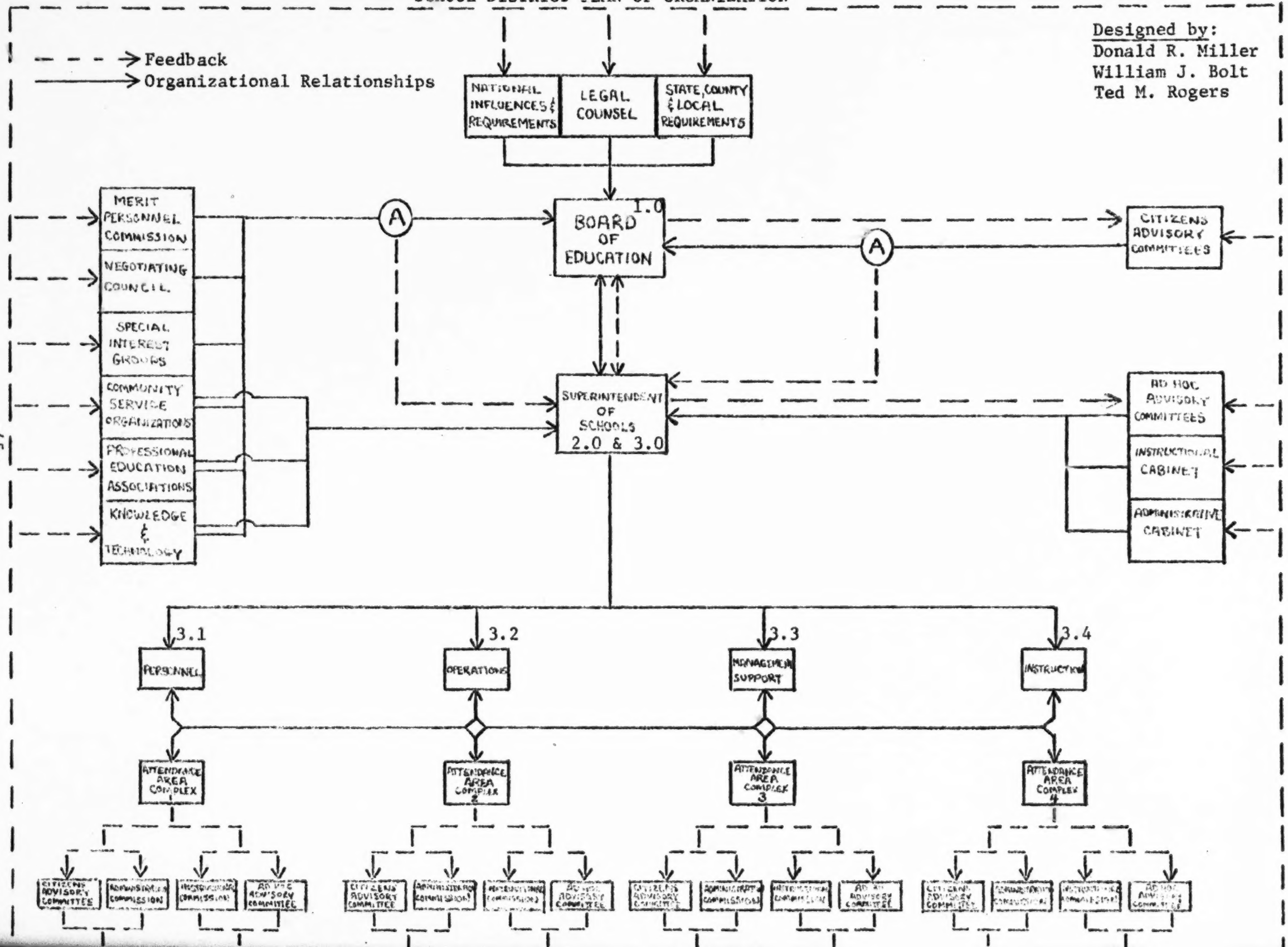
[6]Designed by Donald R. Miller, William J. Bolt and Ted M. Rogers, using a basic plan which had been developed earlier in collaboration with Marvin Smith.

SCHOOL DISTRICT PLAN OF ORGANIZATION

FIGURE 14

Designed by:
Donald R. Miller
William J. Bolt
Ted M. Rogers



do not correspond to the pattern of relationships existing in a communication network. The solid lines used to connect structural units must be regarded as lines of relationships, coordination and integration. The dotted lines indicate the feedback network. Both the solid and dotted lines indicate possible lines of communication which must be established and maintained in the communication network.

Four functional areas of service have been identified in the plan of functional organization. These areas are:

1. Personnel Services
2. Operational Services
3. Management Support Services
4. Instructional Services

The above designated divisions of service exhibit a separation of performance in terms of functional requirements of the school district. Personnel services are designed to handle every aspect of human resource involvement in the school district. The staff of the school district receives direct services from this division.

The operational services of the school district are designed to provide centralized operations and maintenance services, business services and administer the legal affairs of the school district. This division is responsible for all functions directly related to the routine operation of the centralized services of the school district. In addition, the administrative and business image of the school district is directly affected by the performance of the operational division of service.

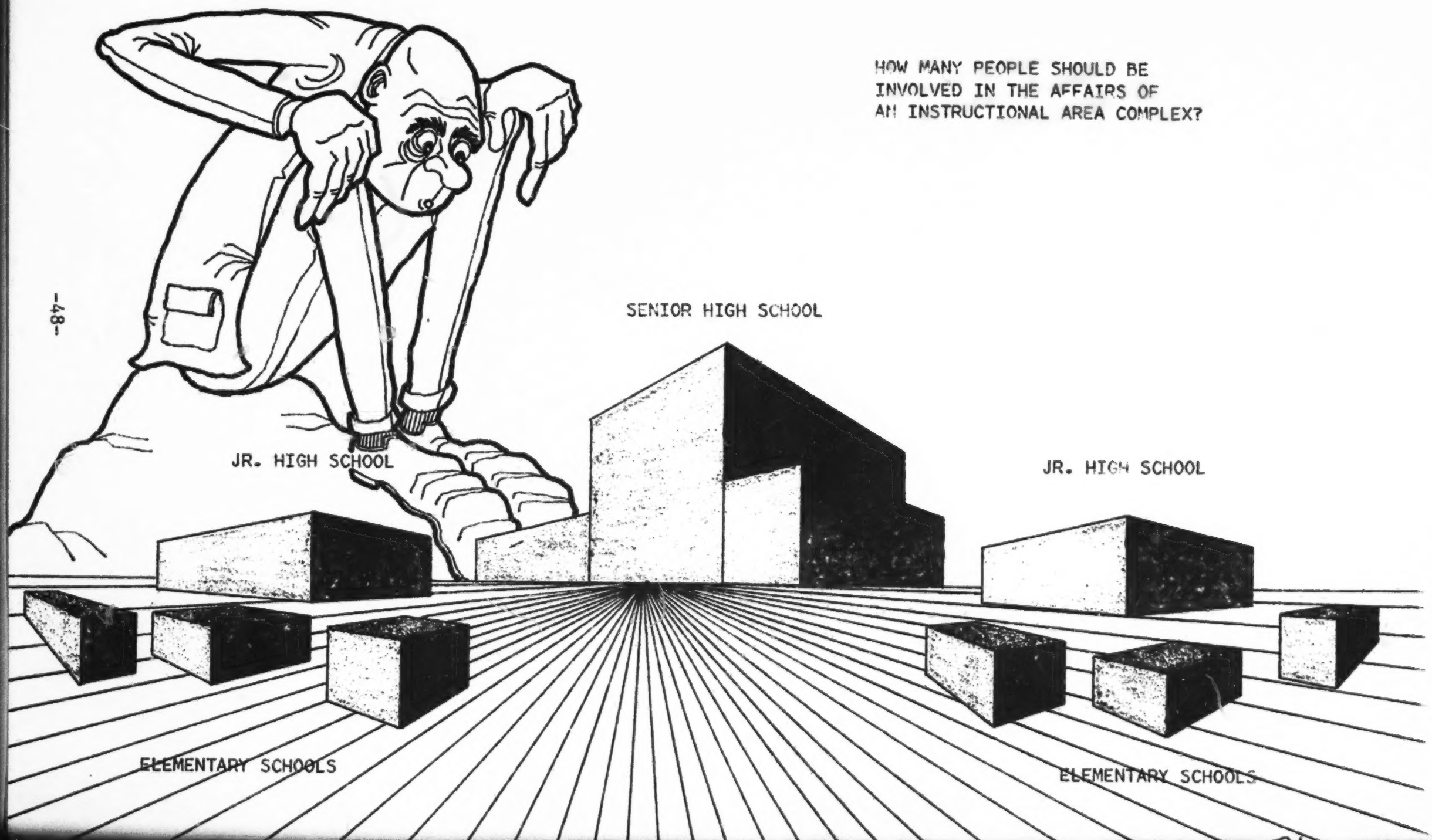
The management support division of service is functionally responsible for assisting the superintendent with the planning, development and implementation

of programs of change. This division focuses primary attention upon past, present, and future performance requirements in the school district. Emphasis in performance is placed upon the planning and development of programs which will meet changing requirements and future needs. Thus, this division of service is the renewal arm of the school district, and the capacity for renewal must be included in this division.

The instructional division of service provides programs and services which directly affect the children enrolled in the schools of the district. This division of service is responsible for implementing and managing the instructional programs and services of the school district. This division administers the basic programs and services which enhance the human resources of the community and, therefore, it is the prime source of performance information in the school district. It should be remembered that the greatest number of interfaces which exist between the school district and its supporting community are established and maintained by this division of service. Therefore, it is imperative that this division constantly maintain a high quality human relations program in each of its performance areas.

The four divisions of service outlined are operative in each attendance area complex revealed in the plan. Since each division of service performance specializes functions, it is essential that management carefully plan procedures which will integrate these services in the most efficient and effective manner. Each attendance area complex consists of a high school and its feeder schools (see FIGURE 15). The establishment of attendance area complexes enables the school district to provide differentiated services which can be tailored to meet the needs of a particular community and the student population being served.

THE INSTRUCTIONAL AREA COMPLEX


HOW MANY PEOPLE SHOULD BE INVOLVED IN THE AFFAIRS OF AN INSTRUCTIONAL AREA COMPLEX?
SENIOR HIGH SCHOOL
JR. HIGH SCHOOL
JR. HIGH SCHOOL
ELEMENTARY SCHOOLS
ELEMENTARY SCHOOLS

This form of organization seeks to involve all elements of the school community in the planning, development and implementation of educational programs. Thus for each attendance area complex, administrative and instructional commissions are formed to assist management in securing feedback and information relevant to school district performance. The administration commission is made up of administrative personnel who represent each school in the attendance area complex. Citizen's Advisory Committees can be formed to assist the administrative commission in solving strategic, community-related school problems.

The instructional commission consists of representative instructional personnel from each school in the attendance area complex. This commission is primarily concerned with the assessment of instructional problems evolving in the attendance area complex. Ad hoc Advisory Committees of parents and students can be formed to assist the instructional commission in the assessment of instructional problems.

The instructional cabinet, administrative cabinet, ad hoc advisory committees and citizen's advisory committees represent corresponding units of organization at the district level. Citizen's Advisory Committees and ad hoc Advisory Committees formed at the district level should be broadly representive of corresponding committees in the attendance area complexes. Similarly, the instructional and administrative cabinets must be broadly representive of corresponding units in each attendance area complex.

Control and Feedback. The school district organizational plan provides three feedback networks which can be utilized to determine the effectiveness of performance. An intra-organizational feedback network is provided through the use of the instructional cabinet, administrative cabinet, ad hoc advisory

committees and citizen's advisory committees. This feedback network must be regarded as the primary source of reliable information for evaluation and revision of functional performance.

An inter-organizational feedback network exists in the broad context of the educational system. This feedback network includes sources of national influence and requirements, legal counsel and sources of state, county and local requirements. This network provides the school district with information relative to educational policy decisions which have been made at other levels of school organization in the system. This information provides primary input for policy-making decisions in the school district.

The extra-organizational feedback network consists of all other sources of information and influence which may effect school district performance. The merit personnel commission and the negotiating counsel interact with the Board of Education in matters pertaining to personnel problems. Other special interest groups, community service organizations, professional education associations and the evolving knowledge and technology of the nation serve to influence policy and management decisions in the school district. Thus, the extra-organizational feedback network provides for the orderly transmission of information from organized groups who desire to participate in the formulation of school district policy and management procedures.

IV. THE IMMEDIATE CONCERNS INVOLVED IN INTEGRATING THE FUNCTIONAL AND ORGANIZATIONAL ASPECTS OF SCHOOL DISTRICT PERFORMANCE

The superintendent of schools is responsible for integrating the functional and organizational aspects of performance in a school district. The plan of functional organization presented in Section II of this document reveals the primary functions that must be performed in a school district. In addition, that section presents several management tools which can be used to accomplish integration of performance. Section III presents a school district organizational plan which delineates the control and feedback relationships which must be considered in performance integration. The following discussion presents several immediate concerns which the superintendent must appraise before integrating the functional and organizational aspects of performance.

Educational Planning and Management. The need for educational planning and management has been emphasized in Section I of this document. The primary emphasis in planning and management is placed upon: (1) the analysis and evaluation of educational performance in the school district, (2) an analysis of the cultural environment of education, (3) the assessment of educational needs, (4) the determination of priorities for action, (5) the planning, development and implementation of educational programs and planned change, (6) the management of educational performance, and (7) determining the effectiveness of educational performance in meeting the needs of the school district and its community.

Definition of Functional Requirements and Responsibilities. The plan of functional organization outlined in Section II is an operational basis for the definition of the functional aspects of performance in a school

district. The management of educational performance through an accountability structure is possible only when the functional aspects of performance are defined in measurable terms. The definition of performance, assignment of responsibilities and delegation of commensurate authority for performance has its basis in defined functions which are explicitly detailed as role specifications for each performance unit in the organizational structure.

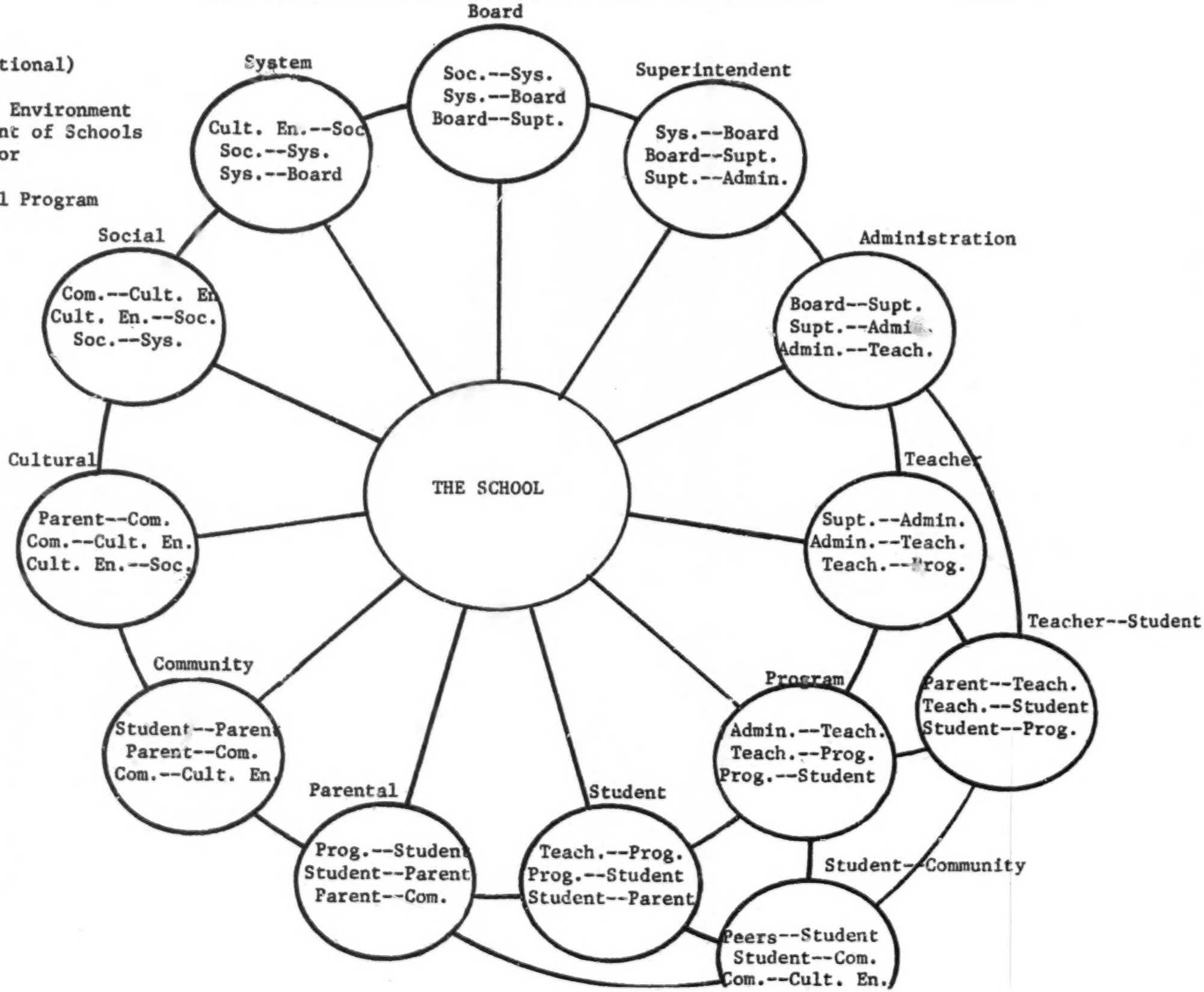
Areas for Concern in Educational Planning and Management. FIGURE 16 presents areas of concern for educational planning and management in terms of levels of organization and functional relationships. These areas of concern can be analyzed as each relates to the functions to be performed, the problems to be solved, the decisions to be made, and the values to be served while planning and managing the educational enterprise.

One important principle of organizational theory is demonstrated by the areas of concern presented in FIGURE 16. Each level of organization derives its functional purpose from the level of organization above it and possesses a mechanism for achieving that purpose in the levels of organization below. Thus, the area of concern for the board of education can be explained in terms of three interface situations: (1) the board's purpose is derived from the interface which is effected between society and the educational system, (2) the board's principal interface is between itself and the educational system in the state, and (3) the mechanism by which the board accomplishes its purpose is demonstrated by the interface the board maintains with the superintendent of schools. An analysis of each area of concern will reveal that each area presents three principal interfaces which are indigenous to the area of concern under consideration.

The Need for Developing an Operational Philosophy of Education. Realizing

AREAS OF CONCERN FOR EDUCATIONAL PLANNING AND MANAGEMENT FIGURE 16

Sys. - System (Educational)
Soc. - Society
Cult. En. - Cultural Environment
Supt. - Superintendent of Schools
Admin. - Administrator
Teach. - Teacher
Prog. - Instructional Program
Com. - Community
Peers - Peer Group



that each area of concern is based upon perceptions and judgments of common values held by the community being served, an operational philosophy is an essential prequisite for the integration of performance plans in a school district. The basic beliefs relative to education which are delineated in an operational philosophy provide primary referents and constitute a basis for negotiation of problem solving and decision making in the school district. These basic beliefs also provide a primary resource for the structuring of criteria which can be used to appraise, evaluate, and determine the effectiveness of performance in the school district.

Decentralization of Decision Making. Decentralization of decision making is a management accountability technique which has been instituted in many organizations and institutions to facilitate routine decision making at all levels of organization. This includes semi-automatic, or go/no-go decision making. No attempt will be made in this document to judge the appropriateness of decentralization techniques. Many interesting positions have been identified in the literature and several of these have been selected for presentation.

The challenges of decentralization have been outlined by Cordiner as follows:

1. The development of men.
2. Leadership by persuasion rather than command.
3. The achievement of teamwork, integration and balance.
4. The measurement of results.
5. Proper use of all types of compensation.
6. Criteria for determining the scope of a business at Department and Division levels, and for the Company as a whole.[7]

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[7]Ralph J. Cordiner, "Decentralization at General Electric," in Harold Koontz and Cyril O'Donnell Management: A Book of Readings (New York: Mc Graw Hill Book Company, 1964), p. 207.

Thus, the challenges of decentralization extend to every member of an organization and there is an implied need for the renewal of capabilities on an individual basis.

Cordiner presented ten principles which express the General Electric Company's philosophy of decentralization. These include:

1. Decentralization places authority to make decisions at points as near as possible to where actions take place.
2. Decentralization is likely to get best overall results by getting greatest and most directly applicable knowledge and most timely understanding actually into play on the greatest number of decisions.
3. Decentralization will work if real authority is delegated; and not if details then have to be reported, or, worse yet, if they have to be "checked" first.
4. Decentralization requires confidence that associates in decentralized positions will have the capacity to make sound decisions in the majority of cases; and such confidence starts at the executive level. Unless the President and all the other Officers have a deep personal conviction and an active desire to decentralize full decision-making responsibility and authority, actual decentralization will never take place. The Officers must set an example in the art of full delegation.
5. Decentralization requires understanding that the main role of staff or services is the rendering of assistance and advice to line operators through a relatively few experienced people, so that those making decisions can themselves make them correctly.
6. Decentralization requires realization that the natural aggregate of many individually sound decisions will be better for the business and for the public than centrally planned and controlled decisions.
7. Decentralization rests on the need to have general business objectives, organization structure, relationships, policies, and measurements known, understood and followed; but realizing that definition of policies does not necessarily mean uniformity of methods of executing such policies in decentralized operations.
8. Decentralization can be achieved only when higher executives realize that authority genuinely delegated to lower echelons cannot, in fact, also be retained by them. We have, today, Officers and Managers who still believe in decentralization down to themselves and no further. By paying lip-service to decentralization, but actually reviewing detailed work and decisions and continually "second-guessing" their associates, such Officers keep their organization in confusion and prevent the growth of self-reliant men.
9. Decentralization will work only if responsibility commensurate with decision-making authority is truly accepted and exercised at all levels.
10. Decentralization requires personnel policies based on measured

performance, enforced standards, rewards for good performance, and removal for incapacity or poor performance.[8]

Based upon the ten principles in General Electric's philosophy of decentralization, Cordiner recommended that the following work must be done to attain a sound, flexible, and dynamic organization structure:

1. Determine the objectives, and the policies, programs, plans, and schedules that will best achieve those objectives; for the Company as a whole and in turn, for each component of the business.
2. Determine the work to be done to achieve these objectives, under such guiding policies.
3. Divide and classify or group related work into a simple, logical, understandable, and comprehensive organization structure.
4. Assign essential work clearly and definitely to the various components and positions in the organization structure.
5. Determine the requirements and qualifications of personnel to occupy such positions.
6. Staff the organization with persons who meet these qualifications.
7. Establish methods and procedures which will help to achieve the objectives of the organization.[9]

Staiger has outlined three practical considerations that determine the extent to which decentralization of decision making is possible and desirable:

1. The competence to make decisions on the part of the person to whom authority is delegated. A derivative of this must be his superior's confidence in the subordinate's competence.
2. Adequate and reliable information pertinent to the decision is required by the person making the decision. Decision-making authority, therefore, cannot be pushed below the point at which all information bearing on the decision is available.
3. The scope of the impact of the decision: if a decision affects more than one unit of the enterprise, the authority to make the decision must rest with the manager accountable for the several units affected by the decision.[10]

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[8] Ibid., pp. 201-202.

[9] Ibid., p. 202.

[10] John G. Staiger, "What Cannot be Decentralized," in Harold Koontz and Cyril O'Donnell, Management: A Book of Readings (New York: McGraw-Hill Book Company, 1964), p. 209.

Staiger's work in the North American Operations of Massey-Ferguson, Limited, has suggested that the following list of responsibilities cannot be decentralized at least in the case of Massey-Ferguson:

1. The responsibility for determining the overall objectives of the enterprise.
2. The responsibility for formulating the policies that guide the enterprise.
3. The final responsibility for the control of the business within the total range of the objectives and policies, including control over any changes in the nature of the business.
4. The responsibility for product design, where a product decision affects more than one area of accountability.
5. The responsibility for planning for the achievement of overall objectives and for measuring actual performance against those plans.
6. The final approval of corporate plans or budgets.
7. The decisions pertaining to the availability, and the application, of general company funds.
8. The responsibility for capital-investment plans.[11]

The decision to decentralization decision making in a school district is a responsibility of the superintendent of schools. However, this decision cannot be made independent of approval by the board of education. The style and philosophy of management will determine the extent to which decentralized decision making can be successful. Further, the developmental readiness of the professional staff for decision-making responsibilities must be carefully analyzed and evaluated. Finally, a district-wide training program is needed to make every member of the staff aware of the significance of this area of responsibility before any attempt is made to delegate such responsibility.

The Need for Effective Communication. The organization and establishment of an effective communication network is visualized as one of the most important

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[11] Ibid., p. 211.

management responsibilities facing the superintendent of schools. Ackoff has identified the four essential characteristics of an organization as content, structure, communication, and decision making (choice) procedures.[12] The functional aspects of performance (content) can be analyzed, evaluated and changed. The division of labor between organizational units (structure) can be analyzed and appraised in terms of organizational effectiveness and can be restructured if necessary. Communication and decision-making procedures are not subject to well-established and carefully-tested theories such as those supporting content and structure analysis.

Studies in communication theory at Case Institute of Technology have been reported by Ackoff as follows:

> Beginnings toward the construction of a behavioral theory of communication have been made at Case. This theory has two essential characteristics. First, it does not equate the transmission of information with communication but recognizes three types of message content: information, instruction, and motivation. Information is defined and measured in terms of the effect on the receiver's possibilities and probabilities of choice. Instruction is defined and measured in terms of the effect on the efficiency of the receiver's action, and motivation in terms of the effect of the message on the values which the receiver places on possible outcomes of his choices. A single message may combine all three types of content...
>
> The second essential aspect of this theory is that it provides separate measures of the amount and value of information, instruction, and motivation contained in a message. It therefore distinguishes between information and misinformation, effective and ineffective instruction, and motivation.[13]

The establishment of a communication network for a school district must include a functional design which considers the essential elements of information,

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[12] R.L. Ackoff, "Systems, Organization, and Interdisciplinary Research," in Donald P. Eckman (ed.) Systems: Research and Design (New York: John Wiley and Sons, Inc., 1961), p. 30.

[13] Ibid., p. 34.

instruction and motivation. The purpose of such a communication network is to facilitate the achievement of functional imperatives by the school district. These functional imperatives include: (1) the attainment of school district goals, (2) the maintenance of the dominant pattern of values prevalent in the cultural context of the school district, (3) the integration of the functional and organizational aspects of performance to achieve school district purposes by the establishment and maintenance of a flexible performance capability which can be adapted to meet changing requirements and future needs.[14]

The American Management Association has presented the "Ten Commandments of Good Communication." Since this treatise provides a functional understanding of good communication practices, it is presented as follows:

1. Seek to clarify your ideas before communicating. The more systematically we analyze the problem or idea to be communicated, the clearer it becomes. This is the first step toward effective communication. Many communications fail because of inadequate planning. Good planning must consider the goals and attitudes of those who will receive the communication and those who will be effected by it.
2. Examine the true purpose of each communication. Before you communicate, ask yourself what you really want to accomplish with your message--obtain information, initiate action, change another person's attitude? Identify your most important goal and then adapt your language, tone, and total approach to serve that specific objective. Don't try to accomplish too much with each communication. The sharper the focus of your message the greater its chances of success.
3. Consider the total physical and human setting whenever you communicate. Meaning and intent are conveyed by more than words alone. Many other factors influence the over-all impact of a communication, and the manager must be sensitive to the total setting in which he communicates. Consider, for example, your sense of timing--i.e., the circumstances under which you make an announcement or render a decision; the physical setting--whether you communicate in private, for example, or otherwise; the social climate that pervades work relationships within the company or a department and sets the tone of its communications;

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[14]Adapted from Talcott Parsons, as presented in Society: Evolutionary and Comparative Perspectives (Englewood Cliffs: Prentice-Hall, Inc., 1966) pp. 5-29.

custom and past practice--the degree to which your communication conforms to, or departs from, the expectations of your audience. Be constantly aware of the total setting in which you communicate. Like all living things, communication must be capable of adapting to its environment.

4. Consult with others, where appropriate, in planning communications. Frequently it is desirable or necessary to seek the participation of others in planning a communication or developing the facts on which to base it. Such consultation often helps to lend additional insight and objectivity to your message. Moreover, those who have helped you plan your communication will give it their active support.
5. Be mindful, while you communicate, of the overtones as well as the basic content of your message. Your tone of voice, your expression, your apparent receptiveness to the responses of others--all have tremendous impact on those you wish to reach. Frequently overlooked, these subtleties of communication often affect a listener's reaction to a message even more than its basic content. Similarly, your choice of language--particularly your awareness of the fine shades of meaning and emotion in the words you use--predetermines in large part the reactions of your listeners.
6. Take the opportunity, when it arises, to convey something of help or value to the receiver. Consideration of the other person's interests and needs--the habit of trying to look at things from his point of view--will frequently point up opportunities to convey something of immediate benefit or long-range value to him. People on the job are most responsive to the manager whose messages take their own interests into account.
7. Follow up your communication. Our best efforts at communication may be wasted, and we may never know whether we have succeeded in expressing our true meaning and intent, if we do not follow up to see how well we have put our message across. This you can do by asking questions, by encouraging the receiver to express his reactions, by follow-up contacts, by subsequent review of performance. Make certain that every important communication has a "feed-back" so that complete understanding and appropriate action result.
8. Communicate for tomorrow as well as today. While communications may be aimed primarily at meeting the demands of an immediate situation, they must be planned with the past in mind if they are to maintain consistency in the receiver's view; but, most important of all, they must be consistent with long-range interests and goals. For example, it is not easy to communicate frankly on such matters as poor performance or the shortcomings of a loyal subordinate--but postponing disagreeable communications makes them more difficult in the long run and is actually unfair to your subordinates and your company.
9. Be sure your actions support your communications. In the final analysis, the most persuasive kind of communication is not what you say but what you do. When a man's actions or attitudes contradict his words, we tend to discount what he has said. For every manager this means that good supervisory practices--such as clear assignment of responsibility and authority, fair rewards for effort, and sound

policy enforcement--serve to communicate more than all the gifts of oratory.

10. Seek not only to be understood but to understand--be a good listener. When we start talking we often cease to listen--in that larger sense of being attuned to the other person's unspoken reactions and attitudes. Even more serious is the fact that we are all guilty, at times, of inattentiveness when others are attempting to communicate to us. Listening is one of the most important, most difficult--and most neglected--skills in communication. It demands that we concentrate not only on the explicit meanings another person is expressing, but on the implicit meanings, unspoken words, and undertones that may be far more significant. Thus we must learn to listen with the inner ear if we are to know the inner man.[15]

The foregoing commandments establish the need for systematic management information handling procedures. These procedures are presented in FIGURE 17. Notice that each management information handling procedure must include provision for the functional and organizational aspects of performance at each level of organization in the school district. The need for reliable and relevant information is primary to the establishment of an effective communication network and communications. It must be remembered, however, that effective communications include information, instruction, and motivation. Thus, the receiver of the information must be provided with educational information relative to the use of the information received, and further, the receiver must be motivated to use it as instructed.

FIGURE 18 presents a model which can be used to explain the establishment of communication linkages on a functional basis. Consider that "A" and "B" are separate but related functions being performed by separate organizational units that are located at different levels in an organizational hierarchy. "A" must establish and maintain a communication link with "B" in order to

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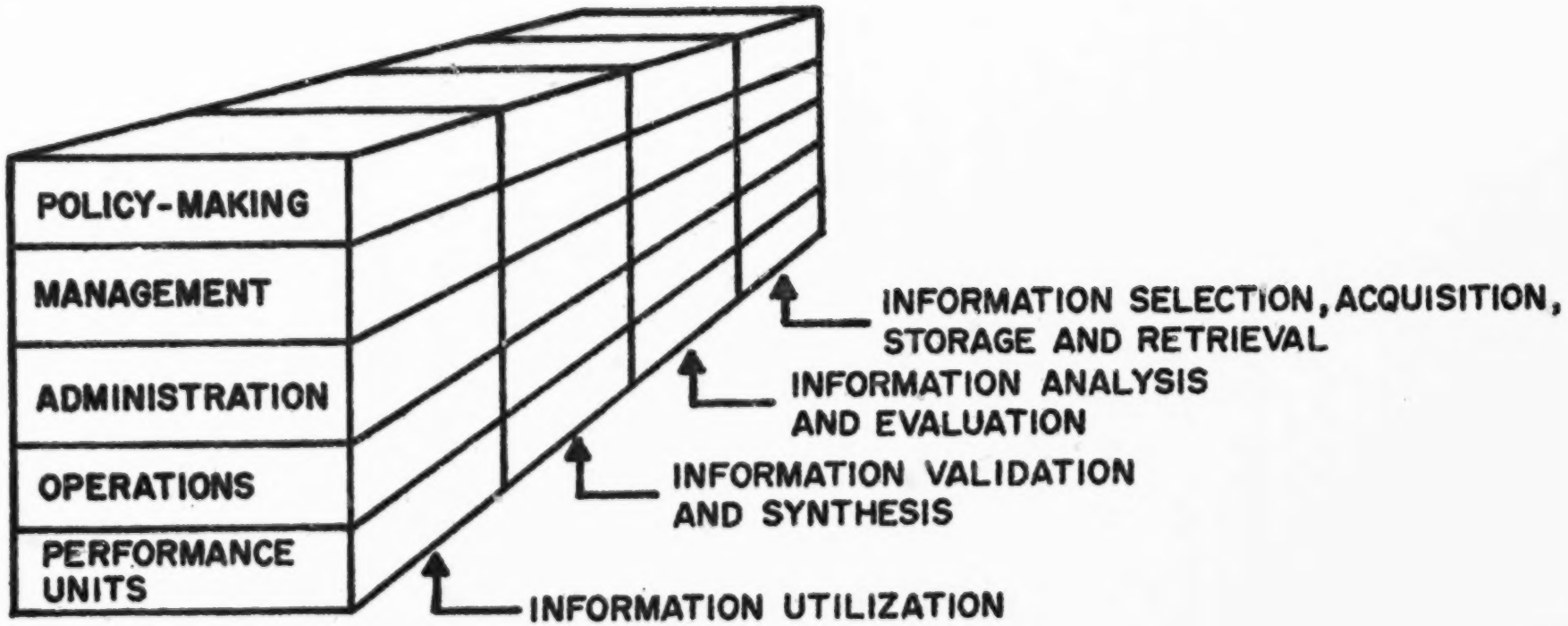
[15]American Management Association, "Ten Commandments of Good Communication," in Harold Koontz and Cyril O'Donnell Management: A Book of Readings (New York: Mc Graw-Hill Book Company, 1964), pp. 414-416.

MANAGEMENT INFORMATION HANDLING

FIGURE 17



perform his function. "B" must feedback the relevant information required by "A" to perform that function. "B", on the other hand, must establish a communication link with "A" in order to perform and "A", in turn, must provide feedback to "B" in order that function B can be performed. Thus, communication requirements between two separate but related functions being performed as described, require the establishment and maintenance of covalent communication linkages. By covalent we refer to shared linkages in a communication network wherein two performance units bear equal responsibility for the establishment and maintenance of the linkages.

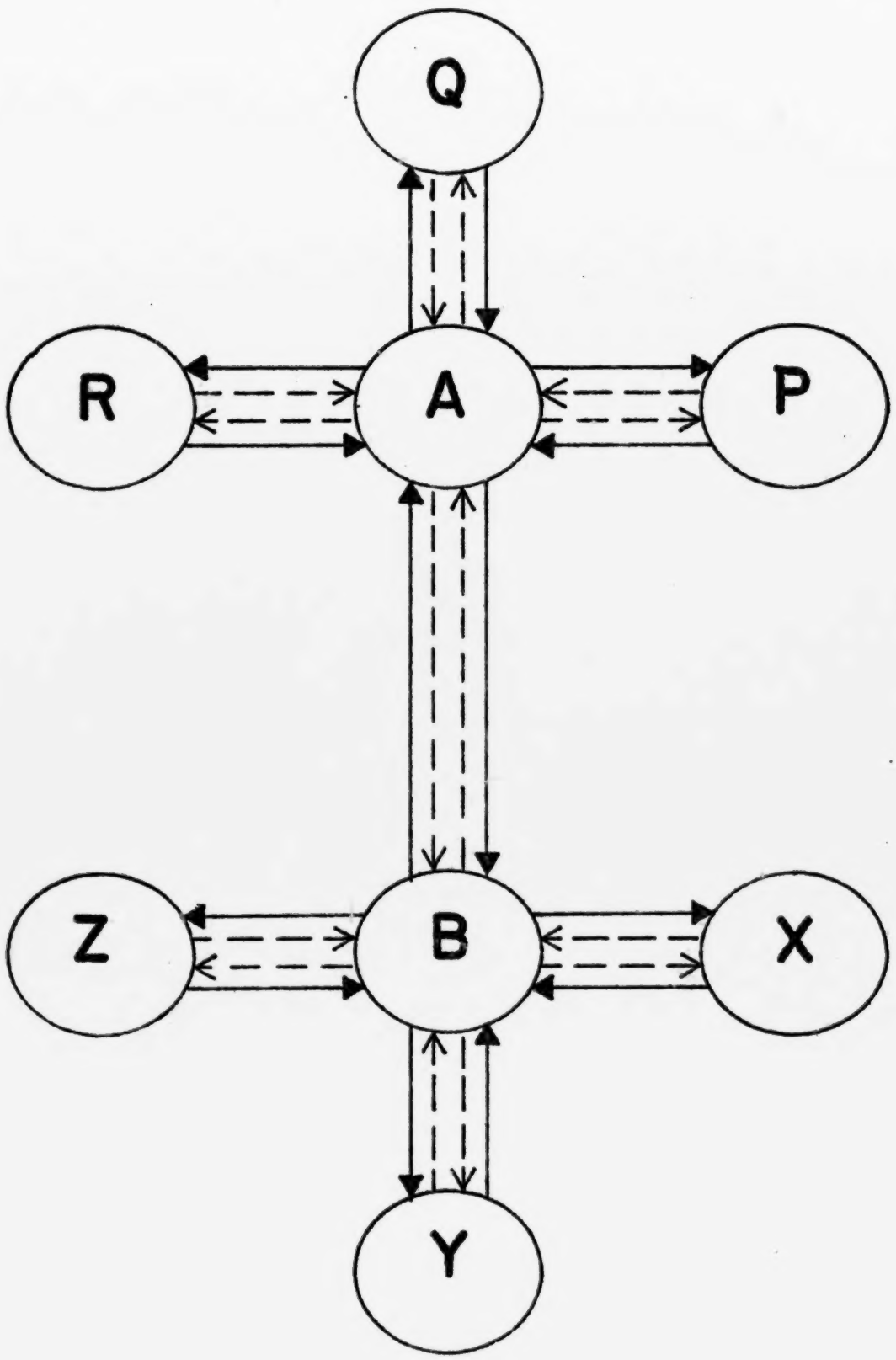
FIGURE 18 can also be used to study management functions which necessitate the transmission of information through multiple levels of organization. Each site of receiving and sending can be a site of possible message distortion. Thus, all communication in an organization should be transmitted over a network which has been designed to enhance the attainment of goals by the organization. Management control and feedback procedures must be carefully planned in order that information utilization is made maximally effective.

Analysis of Performance. Effectiveness in management depends upon the efficient use of relevant and reliable information. The Analysis of Performance Cycle can be used as a basic tool in analyzing information relative to: (1) environmental analysis and need assessment, (2) definition and initiation of performance, (3) analysis and evaluation of performance, and (4) determination of performance effectiveness (See FIGURE 19). It should be noted that each quadrant bears implications for the investigation of system-environment relationships.

FIGURE 20 reveals critical information relationships which can be assessed using the Analysis of Performance Cycle. Sectors of primary concern can be

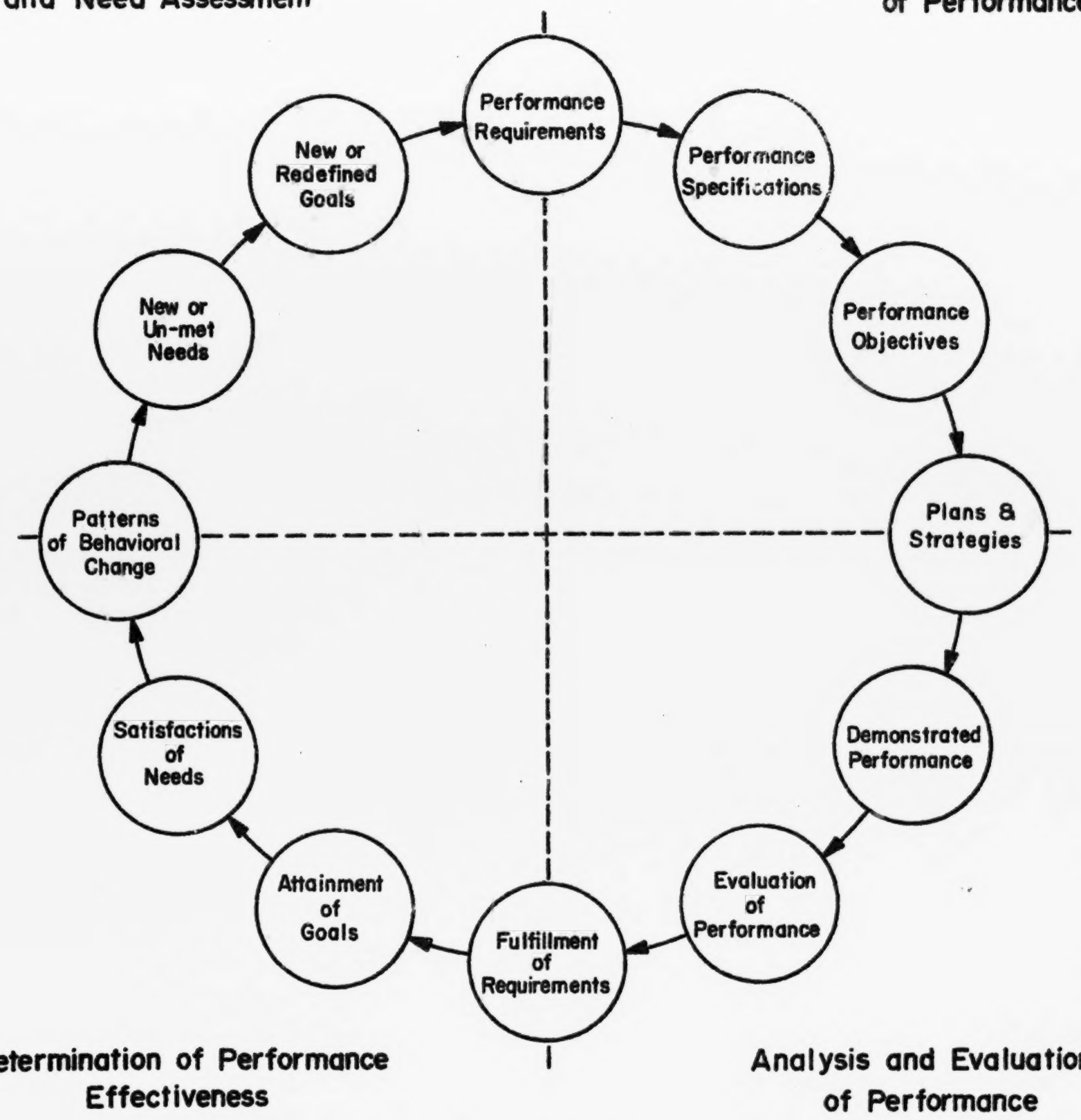
FIGURE 18

ESTABLISHING EFFECTIVE COMMUNICATION LINKAGES

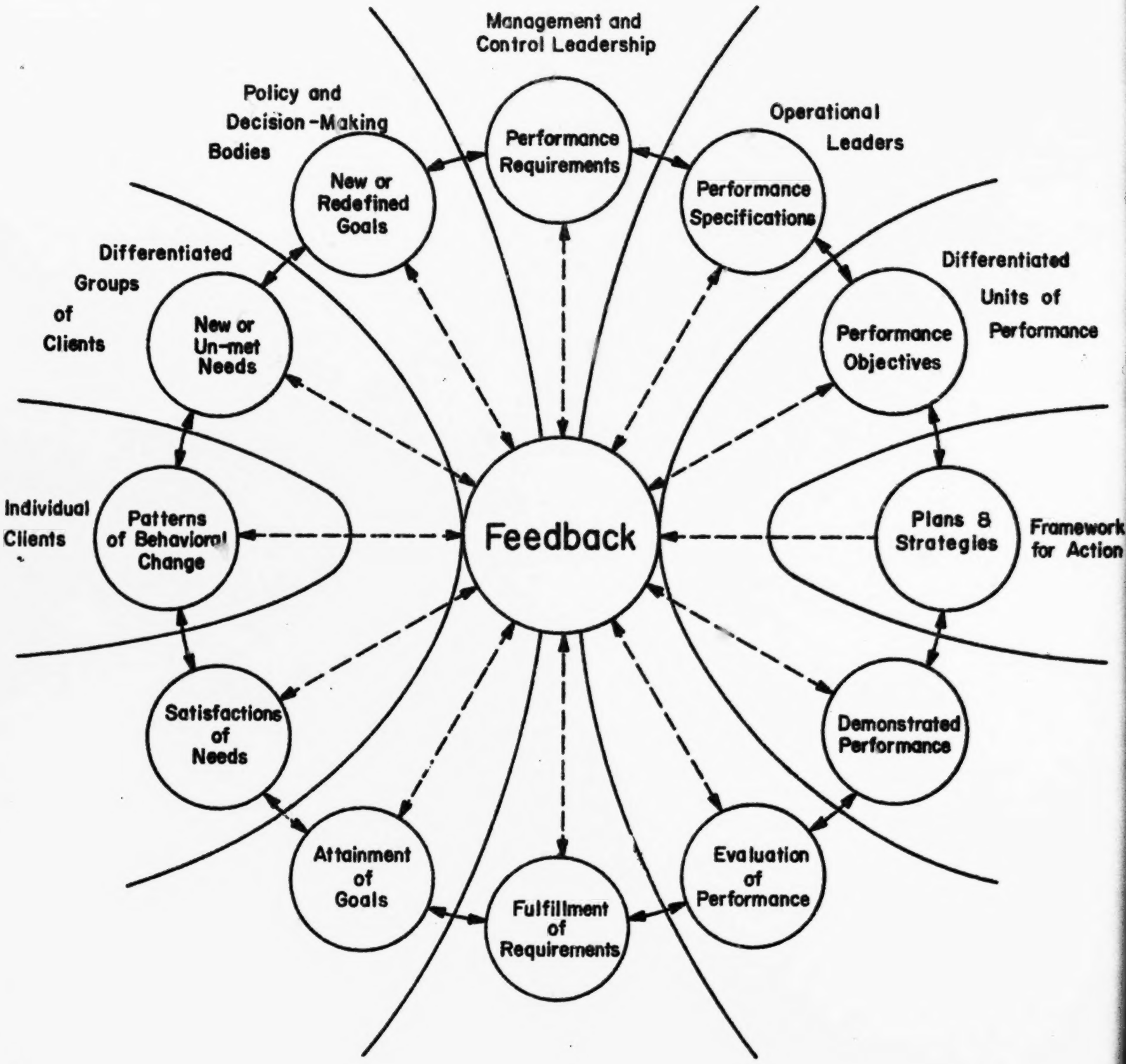


Analysis of Performance Cycle

FIGURE 19



ANALYSIS OF PERFORMANCE AND INFORMATION HANDLING FIGURE 20



specified. For example, operational leaders bear responsibility for the formulation of performance specifications in the definition and initiation of performance and are thus primarily involved in the evaluation of performance in the subsequent quadrant of the cycle. Notice how the involvement of operational leaders can be related to other functionaries represented in the cycle using communication and feedback lines. Thus, an analysis of performance is conducted to secure information which, when handled in the most effective and efficient manner, facilitates management success.